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Tennessee urban growth boundary plans : an analysis of local governments and urban sprawl under pubic chapter 1101

Colin C. McLeod

To the Graduate Council:

I am submitting herewith a thesis written by Colin C. McLeod entitled "Tennessee urban growth boundary plans : an analysis of local governments and urban sprawl under pubic chapter 1101." I have examined the final electronic copy of this thesis for form and content and recommend that it be accepted in partial fulfillment of the requirements for the degree of Master of Science, with a major in Planning.

Bruce E. Tonn, Major Professor

We have read this thesis and recommend its acceptance:

Accepted for the Council:
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Vice Provost and Dean of the Graduate School

(Original signatures are on file with official student records.)

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TENNESSEE URBAN GROWTH BOUNDARY PLANS: AN ANALYSIS OF LOCAL GOVERNMENTS AND URBAN SPRAWL UNDER PUBLIC CHAPTER 1101

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Colin C. McLeod III
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ABSTRACT

The adoption of Public Chapter 1101 in 1998 required each county, in cooperation with the municipalities within its borders, to develop a comprehensive growth policy plan. Each county plan was to direct future high density, urban type growth into municipally designated Urban Growth Boundaries and non-municipal county Planned Growth Areas. Rural areas were to be designated that would protect land for use in agriculture, recreation, forest, wildlife, and other non high-density uses. Through the adoption of this law, the Tennessee legislature hoped, among other things, to reduce urban sprawl. As counties adopted the mandated plans however, inappropriate application of the law resulted in extremely large areas designated for dense, urban development; it seemed the law was having the opposite effect and was actually encouraging sprawl.

This thesis contends that while all county plans adopted to date meet the *letter* of the law, they almost universally fail to meet the *spirit* of the law of reducing urban sprawl. By calculating the areas of all municipally designated Urban Growth Boundaries and County Planned Growth Areas, and comparing these to population growth estimates for the twenty (20) year time frame that communities were to plan for, this thesis shows that most county plans fail to reduce, and may actually encourage, urban sprawl. In fact, given different scenarios for future development patterns based on current Tennessee municipal population densities, roughly twenty (20) times as much land as necessary may have been designated to accommodate medium to high density growth.

Statewide, distrust between cities and counties, tempered by the potential loss of funding to assist the extension of often profitable services "county wide" led to growth plans that were likely different than those envisioned by the law's authors. As a whole, areas identified as suitable for dense development seem to have little to do with sound planning and effective growth management, and more to do with political expediency. Fundamentally, PC 1101 forced cities and counties to agree on boundaries within which municipalities can control future growth and annexation, and ultimately rather than require, only suggest that sound land use decisions be a part of the decision making process.

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CHAPTER 1

INTRODUCTION

One of the major issues driving interest in planning reform has been urban sprawl, defined loosely as the pattern that overtakes when, with little coordinated planning, people and businesses move from established communities to develop peripheral open countryside (Johnson, 2002). Tennessee is no stranger to this phenomenon, as conversion of rural land to urban and suburban uses has outpaced the State's population growth consistently for decades. Tennessee's tax structure is based primarily on retail sales, which forces local municipal and county governments to compete for new commercial and industrial lands, often at the expense of existing urban cores. Additionally, profit driven utility districts provide a majority of utility water and sewer services throughout the state, leaving municipalities and counties with little ability to control growth by directing services in coordination with established land use planning goals (Hawk, 2000). Ultimately, endless litigation between municipal and county governments over annexation issues drove the Tennessee legislature to adopt Public Chapter 1101, better known as Tennessee's Urban Growth Law (Hawk, 2000).

While annexation issues were at the core of Public Chapter 1101, the law was heralded by the larger national planning community as a major step in growth management and as a proactive step in curbing sprawl. Much of the language in Public Chapter 1101 is drawn from the American Planning Association's "Growing Smart" legislative guidebook, which calls for compact and contiguous growth. The Washington Post wrote that Tennessee "...jumped to the forefront of American states requiring strong growth management plans of its cities and counties" (Pierce, 1998). The American Planning Association even presented Senator Robert Rochelle (The legislative head of the State Senate's ad hoc committee re-writing the State's annexation laws, which eventually lead to Public Chapter 1101) with their distinguished leadership award for an elected official for 1999.

As counties began to submit the required plans, exceedingly large blocks of land were assigned to accommodate growth that, according to population projections, was unnecessary and unwarranted. Thus, questions of the law's effectiveness, specifically regarding its stated goal of curbing urban sprawl arose. This thesis and its underlying work of mapping each adopted county growth plan intends to show that in fact the law, rather than reducing urban sprawl, actually encourages it.

State of the State Of Tennessee

The State of Tennessee consists of approximately 42,000 square miles of land divided into 95 Counties, which in turn contain 350 municipalities. Tennessee's population is distributed in a typically rural pattern state wide, with an average state-wide population density of roughly 125 persons per square mile. The State's municipalities make up roughly 7% of the total state land area, and contain roughly 48% of its population at an average density of 950 persons per square mile. When removing the municipalities within the census defined metropolitan statistical areas however, the average density for the remaining municipalities is roughly 660 persons per square mile, or roughly one (1) average Tennessee household per two and one half (2.5) acres (CBER, 2003).

The 2000 Census shows that Tennessee was the fourteenth (14^{th}) fastest growing state in the union, increasing by a total of 812,080 residents from 1990 to 2000, a growth rate of 16.7%. The Natural Resources Conservation Service 1997 National Resources Inventory indicated that Tennessee had the fourth (4^{th}) fastest rate of land development, converting some 656,000 acres of land from rural uses to non-rural developed land between 1987 and 1997. Thus, while the state's population grew at a relatively rapid rate, its land consumption rate grew much faster, decreasing overall population density, indicating that sprawl was becoming worse.

As conversion rates of land from 'rural' to 'developed' increased, so to did the conflicts between counties and their municipalities. Tennessee's county and municipal

tax structures are based primarily on sales taxes and property taxes. Before the passage of PC 1101, municipalities seeking additional revenue annexed properties to improve their tax base rather than for harmonious, well planned municipal growth. As a result, many small existing, unincorporated communities sought their own incorporation to prevent annexation into their larger corporate neighbors. As new land was either annexed into existing municipalities or incorporated into new communities, county tax bases suffered and educational funding became less stable.

Utility districts serving primarily as public water distribution authorities are abundant throughout the state, and were often established prior to municipalities incorporating or annexing an area. Although some utility districts provide sanitary sewer services, the majority provide only water distribution and generally encourage sprawl through a proliferation of two (2) and four (4) inch waterlines. Utility districts typically expand their systems for the purpose of adding new users rather than maximizing land use and cost efficiencies (Hawk, 2000). PC 1101 did not address their impact on growth management and did not give either municipal or county elected officials authority to control them. This process continues to embrace the financial well being of the utility, often at the expense of "smart growth" concepts.

Public Chapter 1101 Generally

Conflicts over annexation and incorporation, county and municipal tax bases, the expansion of utilities based not on land use planning principals but on profit margins of non-governmentally controlled utility districts, and rapid, unregulated growth state wide led the Tennessee legislature to address the need for growth management. Tennessee's General Assembly adopted Public Chapter 1101 in 1998, with a general goal of meeting public service demands of commercial and residential growth, while maintaining the character of Tennessee's rural areas (UTIPS, 1998). PC 1101 provided a framework for growth policy within each county without imposing one simple statewide solution, with the understanding that growth and development pressures were very different between

Tennessee's diverse urban and rural areas. The law's text and general intent charge local government and community leaders with the responsibility of cooperatively shaping growth policy within their county through the development of a twenty (20) year county-wide growth plan (UTIPS, 1998).

The law required municipalities to identify "Urban Growth Boundaries" which were generally to be those lands contiguous to the existing municipality that could accommodate high density residential and non-residential growth projected to occur during the next twenty (20) years. These areas were generally designed to be those that given natural growth and the extension of municipal services were likely to be incorporated into the city in a 20 year timeframe. The law required counties to identify "Planned Growth Areas" which were lands outside municipalities and their growth boundaries that could accommodate high or moderate density residential and non-residential growth projected to occur during the next twenty (20) years. Counties were to identify all remaining lands as "rural", which were to be preserved as agricultural lands, forests, recreational areas, wildlife management areas or for use other than high density commercial, industrial, or residential development. Additionally, these lands are to reflect the county's duty to manage growth and natural resources in a manner which reasonably minimizes detrimental impact to agricultural lands, forests, recreational areas and wildlife management areas.

Each municipality and County was required to create their own growth boundary proposals and forward them on to a Coordinating Committee, which was itself made up of members representing various interests in the County. When plans from each municipality and the county were assembled, it was the duty of the Coordinating Committee to develop a single county plan no later than January 1, 2000 and to submit the plan for ratification to each county legislative body and to the governing body of each municipality. Upon the plans ratification, it was to be sent to the Local Government Planning Advisory Committee (LGPAC) in Nashville for approval. The LGPAC was required to "rubber stamp" each plan if it was approved locally or if it had been based on a dispute resolution panel's assistance, and was only given the latitude to make changes

to a plan if it was generated by the dispute resolution panel itself where each local government failed to come to a compromise. Upon the plans approval by the LGPAC, it becomes immediately effective, and a copy is returned to the county for recording.

Description of Study

As each county plan was submitted for review and approval by the LGPAC, it became clear that at least geographically, a majority of growth boundaries for municipalities and counties contained more land than should reasonably be necessary to accommodate each community's natural growth. Thus, it seemed that each plan, rather than limiting sprawl as required by PC 1101, could actually be encouraging it. Each plan did however, pass the minimum requirement of the law by creating a compromise within each county, where each municipality and the county agreed on the boundaries, regardless of their lack of apparent appropriateness.

The quality of plans completed by each County Coordinating Committee varied widely in terms of both compliance with the legislature's stated intent as well as in quality of materials submitted to the Local Government Planning Advisory Committee. PC 1101 provided counties the opportunity to use comprehensive planning as a basis for their county growth plan, but did not require that it be presented as evidence for approval (Hawk, 2000). Additionally, there seemed to be no mechanism within the LGPAC structure to equally measure each plan against each county's need for developable land.

The Tennessee Advisory Committee on Intergovernmental Relations (TACIR) was tasked by the law to monitor implementation of the law, and was required to periodically report their findings and recommendations to the Tennessee General Assembly. TACIR's role was not defined as to monitor the effectiveness of the law however, and they have not prepared reports judging the quality of each individual county plan to date. Thus, there has been no state-wide review or summary of PC 1101 in terms of quality of individual plan content or quantity of growth boundary areas that

are required by design to encourage more dense development, and no report on the law's effectiveness in curbing urban sprawl.

PC 1101 has been in effect for a relatively short period of time, but speculation exists within the state as to its effectiveness in meeting all of its stated goals. PC 1101 begs for comprehensive study into its effectiveness, both locally by individual plans as well as for the state has a whole. Thus, this thesis reviews PC 1101 in terms of its effectiveness in meeting its stated goals; specifically, did the individual growth plans as adopted by each county help to reduce urban sprawl?

This thesis quantitatively reviews each county growth plan in which all municipalities, their "Urban Growth Boundaries", county "Planned Growth Areas", and "Rural Areas" are mapped and measured utilizing geographic information systems (GIS). Use of GIS allows the following research questions, which are central to this analysis, to be answered in this work.

- How much "municipal" area exists in the State of Tennessee?
- How much area did the Tennessee municipalities designate as "Urban Growth Boundaries"?
- How much area did the Tennessee counties designate as "Planned Growth Areas" and as "Rural Areas"?
- What is the density (persons per mile) of Tennessee's municipal and non-municipal population?
- What is sprawl; generally and in Tennessee?
- Given population projections prepared by the University of Tennessee Center for Business and Economic Research for Tennessee municipalities for the next 20 years, how much additional land is necessary to maintain current population densities?
- What density of development would theoretically be necessary to minimize sprawl in Tennessee Municipalities?

This thesis is divided into five (5) chapters. Chapters two (2) and three (3) are an in-depth review of the goals of PC 1101 and its mandates, including a discussion about growth management and sprawl in general. Chapter four (4) discusses the state of PC 1101 today including a measure of what was adopted by each county, as well as a discussion about whether the amount of land designated as Urban Growth Boundaries, Planned Growth Areas, and Rural areas is appropriate. This chapter also reviews several specific Growth Boundary plans to illustrate how communities based their growth management decisions not on the law, but rather on internal and often long standing disputes. Chapter five (5) is a final assessment and conclusion, indicating that in fact virtually all county plans fail to meet the test of reducing sprawl. This chapter also includes a discussion of what, if anything went right in the law. Finally, the last section is a series of appendices in which each approved county growth plan mapped as a part of this thesis is presented, as are tables summarizing the measure of all 337 municipalities and ninety one (91) counties that have approved growth plans.

CHAPTER 2

THE COSTS AND CAUSES OF SPRAWL

The growth of suburban communities has been part of a larger set of changes occurring within our society (Kleniewski, 1997). Individual's preferences for homes, cars, rural or suburban lifestyles away from the city center, certainly contribute to suburban growth and development, but they are not the first cause driving the process. "Rather, individual's decisions can be said to be farther down the causal chain, after the decisions of businesses and governments that have spurred suburban development" (Kleniewski, 1997).

Growth and expansion of cities and metropolitan areas is a complicated matter that extends beyond individual consumer choices of new, larger homes at the periphery of the city center. Individuals and families are forced to make economic and social choices that are related to job location, quality of schools, access to transportation networks, and the confounding suburban ideal that newer is better. Patterns of growth however have come to produce environments which often frustrate rather than enhance everyday life (Calthorpe, 1993). "Suburban sprawl increases pollution, saps inner city development, and generates enormous costs- costs which ultimately must be paid by taxpayers, consumers, businesses, and the environment" (Calthorpe, 1993). Residential, commercial, and industrial growth seems locked into this pattern, however, as evidenced in the rapid conversion of agricultural lands in Tennessee at rates that far outpace the State's natural growth.

At its heart, growth management aims to offset certain imperfections in the otherwise unregulated land market (Nelson, 1995). Ultimately, growth management policies reflect the government's and thus the public's pursuit of efficient urban form and improved quality of life through good planning in a market where economic return of business is based on profits rather than stewardship of land and good will towards the larger community.

Tennessee's growth management laws as adopted through PC 1101 seek to address the pressures on municipal expansion and unregulated development, and to give the State's various municipalities and Counties the tools necessary to curb urban sprawl. A more thorough review if the law however, suggests that the tools are only as powerful as the will to implement them, and that this will has been lacking throughout much of the State. Thus, it is the goal of this chapter to identify the causes and costs of sprawling, suburban development, to look at growth management in general, and how government bodies can work to manage their land resources more effectively. It then reviews the goals, mandates, and specific requirements of PC 1101 and puts PC 1101 and its requirements in the context of development in Tennessee.

The Causes of Sprawl

There are any number of definitions of urban sprawl throughout the planning literature. Johnson defines urban sprawl loosely as the pattern that overtakes when, with little coordinated planning, people and businesses desert established communities to develop the open countryside (Johnson, 2002). The Center on Urban & Metropolitan Policy characterizes sprawl in terms of "land resources consumed to accommodate new urbanization"; as land is consumed at a faster rate than population growth, they determine that any area can be characterized as "sprawling" (Fulton, 2001). Nelson refers to sprawl as premature, leapfrog or highway ribbon development or "low density scattered development that occurs beyond the current perimeter of contiguous development" (Nelson, 1995). Sprawl has in effect an "I know it when I see it" character, where "sprawl" is relative to the standard density of the community which it is measured against.

Regardless of the definition used or the numeric standards which are applied, the causes of sprawl and the costs associated with it can be generally defined. Sprawl has been caused by, among other things, federal policies designed to benefit different segments of society and the nation but which result in other unintended consequences,

state and local government economic policies designed to encourage new economic development, by developers seeking to reduce development costs on less expensive, undeveloped rural lands at the urban fringe, and by individuals responding to perceived economic and social benefits of moving to newer and "better" communities.

Federal Programs Leading to Sprawl

Federal transportation, lending, and tax policies have all had apparently unintended consequences which helped decrease population density throughout the country beginning at the end of World War II. The Federal Aid Highway Act of 1944 authorized a 40,000 mile national system of interstate highways (Lester, 1995). Funding sources remained elusive however, and it took an additional 12 years for funding to be put in place. At the end of the war, Cold-War era military planners expressed concern about cities in case of nuclear attack (Lester, 1995). In 1951, the Bulletin of the Atomic Scientists published "Defense Through Decentralization" in which decentralized populations were determined to be more survivable in cases of nuclear war than those in concentrated urban centers (Lester, 1995). By 1956, President Eisenhower had solved funding mechanisms, and with the Federal Aid Highway Act of 1956, a funding scheme that allowed 90% of the cost of construction to be borne by the federal government through gas taxes and fees was put into place. In adopting the Act, President Eisenhower considered the interstate highway system "vitally essential for national defense". He believed that it would "Help the steel and auto parts industries", and that "...more cars meant greater convenience, greater happiness, and greater standards of living" (Lester, 1995). Ultimately, the interstate system allowed city workers to commute quickly from more remote settings, encouraging the disbursement of the urban population.

Federal tax policy has generally favored development on the periphery of cities. The mortgage interest deduction lets a household deduct home loan interest from ordinary income in determining its federal income tax liability (Green, 1999). Yet as it currently exists, the mortgage interest deduction does little to promote home ownership in general, and rather encourages larger home purchases at the periphery. Families that pay

little in property and state income tax may find that, even with the mortgage interest deduction, their standard tax deduction is more valuable than itemization (Green, 1999). Even for those who itemize, the mortgage interest deduction may have little value, because the typical marginal federal income tax rate for low to moderate income families is 15%: each dollar paid in home mortgage loan interest is worth a mere 15¢ in tax relief (Green, 1999). "Contrast this situation with that faced by those higher up the income scale, where each dollar of deduction is worth between 28¢ and 39.6¢, depending on the marginal tax rate" (Green, 1999). The mortgage interest deduction therefore encourages higher income families to buy more expensive homes than they otherwise would, because the size of the implicit subsidy increases with the cost of the house (Green, 1999). Newer, more expensive houses generally sit on larger lots away from the traditional urban core in newer subdivisions that would meet the definition of sprawl listed earlier in this chapter. Our federal as well as many states tax code's encouragement for buying relatively expensive houses therefore can also be seen as contributing to sprawl.

State and Local Programs Leading to Sprawl

State and local governments also have policies that eventually lead to the unintended consequence of sprawl. State agencies offering financial incentives and tax breaks for businesses and industries such as The Tennessee Department of Economic and Community Development actively recruits new business and industry, often with tax incentives designed to cut relocation and constructions costs relative to other state's sites. The lure of lower start up costs often tied to their need for lower salaried workers who are more often located outside of urban areas, and an Interstate system that runs the length of the state, often encourage businesses to build new facilities in rural, non-urban undeveloped lands without even considering developing in existing urban centers.

Tennessee's tax structure is based primarily on sales taxes at the State and local level as well as property taxes at the county and municipal level. The State, in its effort to recruit new industry, has created special exemptions that decrease the overall tax load of the new businesses. This, coupled with the desire to avoid additional municipal taxes

on sales and property, often makes it more profitable for these businesses to build new facilities in rural areas rather than to upgrade existing, vacant property.

Tennessee Industrial Improvement Program, also administered by the Tennessee Department of Economic and Community Development, offers grants of up to $700,000 for infrastructure improvements for new or expanding industrial uses. This has typically worked in conjunction with other tax incentives to encourage new development at the urban fringe adjacent to utilities, with the knowledge that these utilities will be extended at tax payer's expense.

Tennessee's lack of regional planning has also helped to encourage sprawl through inconsistent planning efforts by neighboring counties and municipalities. Local government officials routinely make decisions concerning development without planning or coordinating with neighboring jurisdictions and often without even considering the consequences to the larger community in which their citizens live. Rural counties, often with conflicting development goals, that are seeking economic development frequently encourage residential, commercial, and industrial development immediately adjacent to areas that have embraced their rural lifestyles and seek to protect their agricultural lands.

Inadequate planning at the local level and dated zoning ordinances and subdivision regulations also often encourage sprawl. Setbacks, street widths, minimum parking requirements, and the like virtually legislate sprawl in many newer communities. Other regulations are enshrined in the canon of city planning and city engineering. "Suburban land use regulations were designed to avoid the problems of congestion experienced in older cities, and from which suburban residents had fled". (Green, 1999) Overcrowding, lack of adequate parking facilities in commercial areas, gridlock on city streets, inability of modern public works and emergency equipment to easily access older neighborhoods—all were to be prevented by requiring more spread-out development patterns.

Developer Practices Leading to Sprawl

By their very nature, private developers are driven by profit. They decide what to build and their marketing efforts influence buyer's choices. The outcomes of their decisions, commercial, industrial, and residential developments, are therefore not necessarily best for the whole community. Developers often increase sprawl through the policy of land acquisition at the outskirts or entirely out of the city. At the periphery, larger parcels are frequently more readily available and can be purchased from a single owner. In the city, developers must often negotiate with several owners to assemble a site large enough for his needs. In addition, one owner may "hold out," demanding a premium through their monopoly over the last parcel.

Individual's Choices Leading to Sprawl

"Modern urban economics has its roots in models developed by William Alonso, Edwin Mills, and Richard Muth" (Greene, 1999) These models show that two key determinants of urban land values are 1) the value of undeveloped land at the metropolis's edge and 2) transportation costs (Greene, 1999). Put simply, it is desirable to be near the center of the city for reasons of land accessibility and transportation costs. Individuals who live near job centers pay more for land and those living near the periphery pay less. Where land is relatively expensive, it makes sense to economize on its use; therefore, the ratio of structures to land is high in places with high land values (Greene, 1999). This generally leads to dense development near city centers and conversely, on cities' peripheries, land is relatively inexpensive, so the ratio of structures to land is low. A result is that at the relatively less expensive periphery each home takes up more land (houses sit on larger lots), and therefore peripheries generally exhibit more sprawl than do city centers (Greene, 1999).

The Census Bureau reports that since World War II, a combination of demographic changes has led to a net decrease of average household size. This means that the size of the average household has decreased from 3.5 persons per household in

1940 to around 2.5 persons per household for data available through 1999 (Greene, 1999). Even if development patterns kept past patterns intact, net population density would decrease. An overall decrease in population density suggests that our population is living in a pattern that is increasing sprawl. This coupled with the increase in affluence of the average American leads to greater average consumption of land for households than ever before.

The Costs of Sprawl

The above section discusses the causes of sprawl, and suggests that a combination of private market forces, unintended government effects of meaningful programs, and changing demographics help to create sprawl by shifting new population and businesses away from the traditional urban core. To measure the impact of sprawl, however, it is not enough to find its sources, rather it is necessary to measure sprawl's costs relative to more dense, and in the eyes of most planners, better urban development patterns. For the purposes of this thesis, costs of sprawl have been broken up into three (3) general categories- costs born by local governments, costs of sprawl in terms of environmental degradation, and the costs born by the individual.

Costs of Sprawl to Local Governments

All new development requires investments in infrastructure—the "publicly owned and maintained land, hardware, or structures" that enable delivery of public services. For a variety of reasons, sprawling development tends to require more costly investments in infrastructure than more compact development patterns (Livingston, 2003). Sprawling and "leapfrog" developments which bypass large vacant parcels in favor of other lands more accessible to the developer for any number of reasons tend to be dispersed across the land, requiring longer public roads and water and sewer lines to provide service. In addition, such developments often impose additional costs on police and fire departments and schools. Ultimately, few of the new users of these services pay their marginal share

of the cost to provide these services, thus forcing higher taxes on existing residents and hastening the decline of the existing urban tax base (Sierra Club, 2000).

All new subdivisions require roads, but those with larger lot sizes and more convoluted layouts typical of developments at the urban fringe require more paving. Additionally, many new developments have roads that are significantly wider than the streets in traditional neighborhoods. This difference translates into huge costs for local governments and taxpayers (Livingston, 2003). In general, the cost of building local roads is estimated to be 25 percent lower in compactly developed areas than in sprawling areas, and clustering units can create a fifty (50) percent to seventy five (75) percent reduction in road length and thus cost (Burchell, 1997). In southeast Michigan, planners have estimated that higher density development would reduce the need for roads and highways by nearly 200 lane-miles, saving $44.3 million for local governments and $8.9 million for the state (SMCOG, 1997). Clearly, land developed at higher densities will need fewer lane miles of roads, resulting in decreased road maintenance budgets over the long term.

The extension of water and sewer lines into lower density developments also means fewer commercial, industrial, and commercial customers per linear foot of service lines. In Tennessee, the cost of installation of utility lines for residential construction is generally born by the developer, and presumably passed along the future property owner in the purchase cost of their home. State and federal grants and low interest loans as well as outright provision of service lines is often made available to new large commercial and industrial customers for the secondary benefits of increased numbers of jobs and improved tax base. This taxpayer support often comes at the expense of underutilized existing utilities in the city center.

Communities also need ambulance service, police and fire protection. Response time the time from when an emergency call is made to when help arrives is key (Livingston, 2003). In sprawling developments, fewer houses are within the acceptable response time range of emergency service providers than would be the case in a more compactly developed area. As a result, sprawling communities often require more fire

and police stations per capita than those in more compactly developed areas. Additionally, urban fire departments may often need to invest in additional tanker trucks and manpower as many developments on the urban fringe or beyond may have inadequate water services to support fire services (Livingston, 2003). This results in additional subsidizes to the urban fringe born by the existing urban tax base, which frequently see no improvement in their own levels of service.

Sprawling development also increases costs to schools and school districts. First, because many sprawling developments on the urban fringe are located in communities that had been sparsely populated, the developments often require the construction of entirely new school facilities. Second, the spread-out nature of sprawl imposes significant transportation costs on school districts (Livingston, 2003). The construction of new schools in outlying areas has often occurred even when existing schools in more densely populated areas have sufficient available capacity. For example, Minneapolis-St. Paul had to build 78 new suburban schools between 1970 and 1990. In the same period, the cities closed 162 urban schools that were in good condition. In Maine, though the student population declined by 27,000 students, the state spent $727 million on new school construction (Sierra Club, 2000). The alternative to building new schools is to bus children to existing school facilities. Operating a bus twice a day, once to carry 60 grade school children and once to carry 40 high school students to and from school, costs $35,000 per year (Livingston, 2003).

Environmental Costs of Sprawl

The obvious costs to the environment are the loss of rural open space, forestland, wildlife habitat, and productive farmland to development. The National Resource Conservation Service noted in their 1997 National Resources Inventory summary report that between 1982 and 1997, a total of 45,197 square miles of non-federal lands were converted from "rural" to "developed" (NRCS, 2000). This land area, greater in size than the entire volume of land in the State of Tennessee, was developed at a rate of 8 square miles per day, every day, for fifteen (15) years. To make matters worse, there is an

unfortunate congruence between that land most suited and productive for farming and that land most in danger of urban encroachment (Benfield, 1999). This is because inland urban settlements in the United States have tended to situate in river valleys and other fertile areas that are also highly productive for farming. "Perhaps as a result, most of the County's prime farmland is located within the suburban counties of metropolitan areas. Such 'urban-influenced' counties currently produce more than half of the total value of U.S. farm production; 2.7 times that of other U.S. counties (Benfield, 1999).

Current development patterns also bring substantial air pollution, largely because of the increased automobile dependence that is associated with sprawl (Benfield, 1999). Lower density, auto-oriented land uses at the urban fringe lead obviously to increased automobile usage that results in increased distances traveled, which ultimately leads to an increase in automobile-related air pollution.

Sprawl also results in the inefficient use of water resources and decreased water quality. The Center for Watershed Protection reported that once a given land area is ten (10) percent covered with impervious surfaces, water quality quickly declines (CWP, 1995). Streams and rivers in areas with greater than the (10) percent impervious surfaces contain higher levels of pollutants, are affected in their physical structure, and are less able to support wildlife (Livingston, 2003). As impervious surfaces cover a watershed, water temperatures increase, which is often detrimental to fish and other forms of aquatic life. In general, development densities of as low as one (1) residential unit per acre with the associated streets and infrastructure yields impervious surfaces of the total land area in excess of the (10) percent.

Sprawl also has a direct impact on water consumption. Homes on large lots generally consume more water to accommodate additional landscape irrigation needs, while high density planned development may use up to thirty five (35) percent less water than low density development (Livingston, 2003). The layout of the typical sprawling subdivision's streets can also increase water use. Ideally, water systems are arranged in a grid or loop system, which connects water mains and allows water to circulate. Cul-de-sacs, a hallmark of sprawl, often result in "dead ends" that reduce circulation, potentially

causing water quality problems unless the water provider flushes the system, which wastes water (Denver Water, 1997).

Sprawl's Overall Impact on Individual Quality of Life

Choosing to live in the urban fringe, individuals are making quality of life choices based on economic and social costs and benefits. Tax structures that make more expensive, larger houses available outside the urban center also make transportation related costs rise, sometimes significantly. Research indicates that in relatively sprawling regions, cars are driven longer distances per person than in places with lower-than-average sprawl (Ewing, 2002). Over an entire region, that adds up to millions of extra miles and tons of additional vehicle emissions. Also, the study found that in the ten most sprawling metropolitan areas, there are on average 180 cars to every 100 households; in the least sprawling metro areas there are 162 cars to every 100 households. The research indicates that this is not simply a matter of greater or lesser affluence; even controlling for income, households are more likely to bear the expense of additional vehicles in more sprawling areas (Ewing, 2002). The American Automobile Association places the combined cost of owning and operating a new car at 50.2 cents per mile, including loan interest, tax, registration, insurance, gas, maintenance, and depreciation (Smart Growth Online, 2002). According to the U.S. Department of Labor 1999-2000 data, national figures showed the family cost of transportation at $7,118, while housing costs for the same family were calculated at $7,114, lower than the cost of transportation.

Research also indicates that residents of more sprawling areas are at greater risk of dying in a car crash. In the nation's most sprawling region, Riverside, CA, eighteen (18) of every 100,000 residents die each year in traffic crashes (Ewing, 2002). The eight (8) least sprawling metro areas all have traffic fatality rates of fewer than eight (8) deaths per 100,000 (Ewing, 2002). The higher death rates in more sprawling areas may be related to higher amounts of driving, or to more driving on high-speed arterials and highways, as opposed to driving on smaller city streets where speeds are lower. Speed is a major factor in the deadliness of automobile crashes (Ewing, 2002).

Sprawling development in the suburbs creates disinvestment incentives, depresses property values, and stagnates business opportunities in older inner city areas where African Americans and other people of color are concentrated. Flight of whites and middle income families to the suburbs and away from the traditional city centers contributes to and exacerbates both economic and racial polarization. Thus, specific decisions that individuals make in seeking to improve their own overall quality of life by leaving the city center for the urban fringe directly affects those citizens, generally people of color, who often do not have the same luxury of leaving the center (EJRC, 1999).

Sprawl has unintended consequences that are not randomly distributed. Federal mortgage subsidies still facilitate middle-income home owners flight out of the central city into outlying suburbs and rural areas while at the same time many central city neighborhoods are starving for investment capital. Sprawl development in the suburbs creates disinvestment incentives, depresses property values, and stagnates business opportunities in older inner city areas where African Americans and other people of color are concentrated. Flight of whites and middle income families to the suburbs contributes to and exacerbates both economic and racial polarization in most regions (EJRC, 1999).

Sprawl fuels urban disinvestment, depresses property values, stagnates business opportunities in central cities, and exacerbates environmental problems. Sprawl however is generally funded by local government bodies, so all residents in the community ultimately pay for sprawl, regardless of their ability to live at the fringe or not. As sprawl cuts across jurisdictional boundaries, everyone has a stake in seeing that this problem is favorably resolved. Many people, however, want land, homes, and the pastoral environment that comes with large lot developments at the urban fringe, and to be unencumbered by the perceived pressures of a more urban lifestyle. Sprawl in and of itself may not be defensible in terms of efficient use of land and resources, but it is not totally irrational on a social level, as evidenced by the continuing demand for homes at the urban fringe. Thus, the costs and causes of sprawl can be identified, but there is still a popular demand for that "rural" lifestyle, at least for those that can afford it.

CHAPTER 3

GROWTH MANAGEMENT, PC 1101, AND ITS MANDATES

This chapter discusses common growth management systems used in the Country, state growth management systems, and Tennessee growth management through Public Chapter 1101.

Growth Management

The term 'Growth Management' as used in the United States suggests that communities using the management technique are assuming proactive stances in ensuring that the very qualities that attract growth are not destroyed for existing residents and future generations (Nelson, 1995). At the theoretical level, growth management has supporters from across the political spectrum. Beneath the surface however, it seems clear that this advocacy is due to the fact that the term in its most generic form means both everything and nothing (Nelson, 1995). To adequately measure the effectiveness of Tennessee's Growth Management program, it is therefore important to have a firm grasp on the concept of growth management as practiced by other states and local governments, as well as to understand the types and techniques of growth management available.

Potential Growth Management Systems- Governmental Approaches and Policy Recommendations

Statutes authorizing comprehensive planning in the U.S. date back to the 1920's when two (2) model enabling acts for planning and zoning were developed by the U.S. Department of Commerce (APA 2, 2002). The APA reports that half of the states have updated these laws in one form or another. Growth management as a tool in the U.S. system of land controls evolved in the second quarter of the twentieth century and developed rapidly through the 1970's and 1980's (Kelly, 1992). Recognizing that the

impact of local land-use decisions knows no political boundaries, states are more actively requiring written local comprehensive plans, coordination among neighboring jurisdictions in the planning process, and inter-jurisdictional consistency among the various plans (APA 2, 2002).

Planning and land use controls in the U.S. take place largely at the local government level. The U.S. Census Bureau reports that there are more than 3,100 counties in the U.S. and approximately 19,000 municipalities. Typically, heavily populated metropolitan areas have several municipalities as well as counties actively involved with their own planning programs. Each local government in any given region has its own territory, concerns, and interests. Further complicating the situation is the fact that not even the territories of these local governments are discrete. Many of these territories may overlap and conflict. Through extraterritorial authorities in several states, and through the power to annex additional land in most, municipalities often exercise significant authority over lands not within their limits and thus within the primary control of other local governments and possible within areas of interest to still others (Kelly, 1992). Even within a particular local government, there are competing interests (Kelly, 1992). Community planners or decision makers may feel that a community should move towards some specific range of goals, while fiscal and engineering concerns may change the city's course. Within this range of competing jurisdictional goals, objectives, and authorities lies a metropolitan population that without the necessary multi-jurisdictional growth management tools, and which, without state or regional assistance, often lacks any consistent form of planning or guidance.

The kinds of problems that growth management attempts to resolve (urban sprawl, costly development patterns, traffic congestion, environmental degradation, and farmland conversion) have causes and effects that typically extend beyond local government boundaries (Nelson, 1995). Yet growth management programs historically have been developed and administered at the local level, due to local governments' role in the areas of land use regulation and infrastructure provision (Nelson, 1995). In the 1970's, state governments began to assert more control over environmental problems and

growth management issues. Since that time, many states have prepared statewide plans, mandated planning at the local level, and adopted requirements that local plans be consistent with state and regional planning goals (Nelson, 1995).

State governments, recognizing the inability of local governments to effectively manage their growth, have taken a stronger role in mandating and coordinating planning and growth management activities by state, regional, and local governments. Kelly identified four (4) basic types of regulatory growth management programs that states have put into use: Adequate public facilities programs, growth phasing programs, rate-of-growth programs, and urban growth boundaries (Kelly, 1993).

Many communities today adopt ordinances requiring that developments are denied unless adequate public facilities are currently available, or will be available by the time that demand from the new development requires that capacity (Kelly, 1993). Adequate public facilities address the provision of public services by ensuring that development does not occur unless facilities are readily available to support it. Additionally, they directly affect the location of growth by providing additional 'incentives' (approval versus denial of a proposed development) to ensure that growth locates near existing public facilities (Kelly, 1993).

Growth Phasing Programs are similar to adequate public facilities programs, with the addition of public improvement programs detailing the expansion of each utility service by area. This program is generally easier for the public and many developers to understand in comparison to adequate public facilities plans. With an adequate public facilities ordinance, it may not be possible to determine whether any development, or how much development, can take place at a particular location without making a reasonably detailed analysis of each affected public facility. Under growth phasing programs, the community facilities plan lets the developer and public know what services will be available and in what quantity at any given location (Kelly, 1993).

Rate of Growth Programs are used by communities to directly regulate the community's rate of growth through limiting specific types of new uses that have grown at past rates that exceed the community's ability to support or tolerate for either

infrastructural or political reasons. "This type of program has been used successfully in high growth areas where utilities are readily available, but where communities seek to deal with issues of 'quality' in a quantitative way" (Kelly, 1993).

Urban Growth Boundary Programs such as Tennessee's seek to draw a line around a city to define the limits of urban growth. Kelly states however that establishing lines requires enormous amounts of foresight. Population growth trends change significantly over time so it is difficult to imagine accurately projecting the land area needed for growth over a twenty (20) year period (Kelly, 1993). Also, regional control must be exercised to ensure that high density growth is only permitted within municipal or growth boundary areas.

The APA's review of planning law reform activities nationwide generally revealed the following eight (8) trends that emerge in states that are actively engaged in planning and smart growth reform efforts (APA 2, 2002).

- *Challenge of implementation-* In many states where reforms have been previously enacted, recent growth management efforts have focused on implementation. States appear to be experimenting with the right mix of incentives, mandates and initial investment costs associated with implementation.
- *Having a Political Champion Key-* In virtually every instance where reform has been adopted, there was committed leadership from either the governor or key legislators.
- *Linkage to Other Issues-* Numerous public opinion polls and ballot initiatives show the popular appeal of smart growth. States having achieved reforms were able to link planning reform and smart growth with traffic congestion, housing affordability, environmental protection and other quality-of-life issues.
- *Coalitions and Consensus Essential-* Smart growth is not a single-constituency issue. A wide array of groups has a vested interest in planning reform. Successful legislative initiatives require coalitions and consensus.
- *Backlash Responses-* Such efforts, aimed at weakening managed growth programs, appear more common in states where reforms have been in place. False information and unsubstantiated claims are used as part of misinformation campaigns to mislead voters and elected officials, and in legal challenges that allege regulatory takings of private property.
- *Task Forces-* Convening such a group to study planning reforms and smart growth measures and to make recommendations continues to be the most

common way for a governor or legislature to take up the issue. Task forces often indicate political support for reform and they can facilitate coalition building, although some states use task forces to avoid or delay taking action.

- *Ballot Initiatives*- An increasingly popular tool to promote planning reform and smart growth despite the complex nature of these issues, which do not easily lend themselves to this format. Use of ballot initiatives appears likely to increase, particularly in the West.
- *Piecemeal versus Comprehensive Approaches.* State after state has debated whether to approach planning reform and smart growth comprehensively or narrowly. While the comprehensive approach is likely to yield better results, "piecemeal" reform efforts often are more practical and politically realistic.

Nelson holds that growth management is most effective when done in a statewide context, so that all governmental units are fully informed about and coordinate their plans with all other governmental units (Nelson, 1995). Most growth management efforts will fail if done in isolation from regional or state interests. Local governments are usually incapable of influencing regional development patterns in ways consistent with local growth management objectives (Nelson, 1995).

State Growth Management Programs Nationwide

In October of 1998, the Washington Post carried an article titled "Curbing Sprawl: Tennessee's Surprise Breakthrough". The article states that "Tennessee joins a small group of states willing to consider the idea of curbing a subdivision-hungry homebuilder, putting forests or meadows off-bounds, or stopping a big box retailer from occupying the cheapest cornfield his cash can buy" (Pierce, 1998). Tennessee and several other states have been identified by the American Planning Association (APA) as having among the most thoughtful and comprehensive approaches to planning and managing change through their planning statutes and locally administered programs (APA 2, 2002).

The American Planning Association's (APA) comprehensive survey of planning reform and smart growth activity in the states between 1999 and 2001 confirms that

planning reform and smart growth are among the top political concerns in statehouses across the nation. Activity is increasing in terms of the number of states taking up these issues, and the depth and breadth of planning-related matters under consideration. Thus, while Tennessee currently stands out nationwide, it is not the only state taking action to help curb sprawl, grow smarter, and empower citizens that live in increasingly complex multi-jurisdictional government areas. The APA's national survey of state planning legislation and activity for 1999 through 2001 found the following exists in the states (APA 2, 2002).

- Approximately one-quarter of the states are implementing moderate to substantial statewide comprehensive planning reforms: Delaware, Florida, Georgia, Maryland, New Jersey, Oregon, Pennsylvania, Rhode Island, Tennessee, Vermont, Washington and Wisconsin.
- One-fifth of the states are pursuing additional statewide amendments strengthening local planning requirements, or they are working to improve regional or local planning reforms already adopted: Arizona, California, Hawaii, Maine, Nevada, New Hampshire, New York, Texas, Utah and Virginia.
- Nearly one-third of the states are actively pursuing their first major statewide planning reforms for effective smart growth: Arkansas, Colorado, Connecticut, Idaho, Illinois, Iowa, Kentucky, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, New Mexico, North Carolina and South Carolina.
- Approximately one-quarter of the states have not made and are not currently pursuing significant statewide planning reforms: Alabama, Alaska, Indiana, Kansas, Louisiana, Montana, Nebraska, North Dakota, Ohio, Oklahoma, South Dakota, West Virginia and Wyoming.

The APA reported that as a group, existing state laws governing planning are extremely out of date, with nearly half of the states' statutes directly based on the original 1920's Standard City Planning Enabling Act (SCPEA) models. About half of all states now explicitly require their local governments to adopt a comprehensive plan with at least some minimum content specifications. While this pattern, based on the original Standard State Enabling Act of 1926 seems to require comprehensive planning, the courts in most states have interpreted the act's rather vague language as requiring no more that a comprehensive zoning map (Nelson, 1995). In response to pressures from growth,

several states have gone beyond simple planning mandates and have adopted comprehensive approaches to growth management. More recent state growth management enacted around the country generally tends to fall into one (1) of three (3) categories; state imposed planning, mandatory planning with a strong state role, and mandatory planning with a weak state role (Nelson, 1995).

As the name implies, state-imposed planning is planning imposed on local governments by a state agency. This process is only carried out in the State of Hawaii, which originally adopted the plan principally to prevent the 1950's practice of buying large tracts of land and dividing them into smaller tracts for low density development, a practice that accelerated urban land conversion process and reduced scarce farmland (Nelson, 1995). The APA smart growth inventory of state activities reported that the Hawaii State Land Use Commission remains actively engaged in managing land use under the four state land-use districts—Urban, Rural, Agricultural and Conservation. However, the Hawaii State Plan and its elaborate implementation structure have fallen into disuse. An all-encompassing goal document, the state plan is given lip service but has little practical effect (APA 2, 2002).

In states with mandatory planning with a strong state role, local plans are prepared and reviewed for consistency with state planning policies. Plans found to be non-compliant are either not approved or prevented from being implemented (Nelson, 1995). In essence, states practicing this approach have redelegated planning authority to the state, only to delegate back to local government when plans are in compliance (Nelson, 1995). Similarly, in states with mandatory planning with a weak state role, local plans are prepared and reviewed for consistency with state planning policies, but the state has very little authority to prevent the plan's implementation, even if local plans are inconsistent with state planning policies (Nelson, 1995).

Tennessee Growth Management under PC 1101

The kinds of problems that growth management systems attempt to address urban sprawl, costly development patterns, traffic congestion, environmental degradation, and farmland conversion- have causes and effects that typically extend beyond local government boundaries (Nelson, 1995). As a response, state governments began to assert more control over environmental problems and growth management issues. In addition to these problems however, the State of Tennessee was faced with growing conflicts regarding annexation and incorporation of municipalities, and the tax implications of transfers of land between non-municipal county areas and new or expanding municipalities.

In response to this legal turmoil, Lt. Governor and Speaker of the Senate John Wilder and House Speaker Jimmy Naifeh vowed to find a comprehensive solution to the annexation and growth problem. They created an ad-hoc committee, led by Senator Robert Rochelle and Representative Matt Kisber, to study the problem not only of annexation, but also of local government itself, and to create a satisfactory solution. The chairpersons appointed a sixteen member body to serve on the committee, consisting of eight senators and eight representatives. Various officials from different agencies staffed the committee and they began the arduous process of collecting opinions and data from numerous experts.

The Committee actively pursued a solution that sought to meet the public service demands of commercial and residential growth, while maintaining the character of Tennessee's rural areas. The general concepts embraced by the Ad Hoc Committee found substantial support in the House and Senate. Ultimately, differences between the two bodies were resolved in a conference committee, and the House and Senate approved the conference committee report by an overwhelming margin. Public Chapter 1101 became law on May 19, 1998, with the signature of Governor Don Sundquist (IPS, 1998).

Public Chapter 1101 of 1998 provides, on the surface, a comprehensive growth policy to be implemented at the local level. Municipalities and counties are responsible

for creating their own respective plans with the state stepping in and taking over the creation of plans when a lengthy dispute resolution and mediation process has failed to generate local consensus. The goals of the legislature are clearly outlined in the act. The "purpose of a growth plan is to direct the coordinated, efficient, and orderly development of the local government and its environs that will . . . best promote the public health, safety, morals and general welfare." The act is intended to eliminate annexation out of fear; establish incentives to annex or incorporate where appropriate; force municipalities to closely match the timing of development and the provision of public services; stabilize each county's education funding base and establish incentives for each county to be more interested in education; and minimize urban sprawl (IPS, 1998).

Definitions and Basis for Defining UGB, PGA, and Rural Areas

PC 1101 requires that all municipalities propose 'Urban Growth Boundaries'. Municipal Urban Growth Boundaries are to be territory immediately adjacent to the corporate limits that meet the following requirements:

1. Territory that is reasonably compact yet sufficiently large to accommodate residential and nonresidential growth projected to occur during the next twenty (20) years;
2. Territory that is contiguous to the existing boundaries of the municipality;
3. Territory that a reasonable and prudent person would project as the likely site of high density commercial, industrial and/or residential growth over the next twenty (20) years based on historical experience, economic trends, population growth patterns and topographical characteristics; (if available, professional planning, engineering and/or economic studies may also be considered);
4. Territory in which the municipality is better able and prepared than other municipalities to efficiently and effectively provide urban services; and
5. Reflect the municipality's duty to facilitate full development of resources within the current boundaries of the municipality and to manage and control urban

expansion outside of such current boundaries, taking into account the impact to agricultural lands, forests, recreational areas and wildlife management areas.

Before formally proposing Urban Growth Boundaries, the municipality is required to develop and report population growth projections developed in conjunction with the University of Tennessee, and to determine and report the current costs and the projected costs of core infrastructure, urban services and public facilities necessary to facilitate full development of resources within the current boundaries of the municipality and to expand such infrastructure, services and facilities throughout the territory under consideration for inclusion within the Urban Growth Boundary. The municipality is also required determine and report on the need for additional land suitable for high density, industrial, commercial and residential development, after taking into account all areas within the municipality's current boundaries that can be used, reused or redeveloped to meet such needs. The municipality is also required to examine and report on agricultural lands, forests, recreational areas and wildlife management areas within the territory under consideration for inclusion within the urban growth boundaries and is required to examine and report on the likely long-term effects of urban expansion on such agricultural lands, forests, recreational areas and wildlife management areas.

PC 1101 requires that all Counties propose 'Planned Growth Areas' and 'Rural Areas'. County Planned Growth Areas are to be territories that meet the following requirements:

1. Territory that is reasonably compact yet sufficiently large to accommodate residential and nonresidential growth projected to occur during the next twenty (20) years;
2. Territory that is not within the existing boundaries of any municipality;
3. Territory that a reasonable and prudent person would project as the likely site of high or moderate density commercial, industrial and/or residential growth over the next twenty (20) years based on historical experience, economic trends, population growth patterns and topographical characteristics;

4. territory that is not contained within urban growth boundaries; and
5. Reflect the county's duty to manage natural resources and to manage and control urban growth, taking into account the impact to agricultural lands, forests, recreational areas and wildlife management areas.

Before formally proposing any Planned Growth Areas, the county is required to report population growth projections developed in conjunction with the University of Tennessee and to determine and report the projected costs of providing urban type core infrastructure, urban services and public facilities throughout the territory under consideration for inclusion within the Planned Growth Area as well as the feasibility of recouping such costs by imposition of fees or taxes within the Planned Growth Area. The county is also required to determine and report on the need for additional land suitable for high density industrial, commercial and residential development after taking into account all areas within the current boundaries of municipalities that can be used, reused, or redeveloped to meet such needs. The county is also required to determine and report on the likelihood that the territory under consideration for inclusion within the Planned Growth Area will eventually incorporate as a new municipality or be annexed. As with the municipalities, the counties are required to examine and report on agricultural lands, forests, recreational areas and wildlife management areas within the territory under consideration for inclusion within the Planned Growth Areas and is required to report on the likely long-term effects of urban expansion on such agricultural lands, forests, recreational areas and wildlife management areas.

PC 1101 requires counties to designate all remaining lands within the county as "Rural". Rural lands are those lands that, over the next twenty (20) years, are to be preserves as agricultural lands, forests, recreational areas, wildlife management areas, or for other uses other than high density commercial, industrial, or residential developments, and which reflect the county's duty to manage growth and natural resources in a manner which reasonably minimizes detrimental impacts to agricultural lands, forests, recreational areas, wildlife management areas.

The County Planning Process- Steps in Creating the County-wide Growth Plan

PC 1101 spells out the specific steps required for municipalities and counties to create a single countywide growth plan from each individual Urban Growth Boundary and Planned Growth Area proposal. The law calls for an initial draft of the growth plan to be formulated by a Coordinating Committee whose membership is composed of representatives of the county, cities, utilities, schools, chambers of commerce, the soil conservation districts, and others. After the growth plan is developed, but no later than January 1, 2000, PC 1101 requires each Coordinating Committee to submit the plan to each city and county for ratification. Each city and county is given 120 days from the time it is presented with the consolidated county-wide growth plan to either ratify or reject the plan. Failure to take action within the 120 days serves as a ratification of the plan.

If either the county or one of its cities rejects the recommended growth plan, they must submit their objection and supporting reasons to the Coordinating Committee for reconsideration. Following reconsideration of the recommended growth plan, the Coordinating Committee may submit to the county and each city a revised recommended growth plan or its original recommended growth plan (IPS, 1998).

In resolving disputes between cities over UGB's, PC 1101 directs the Coordinating Committees to favor the municipality that is "better able to efficiently and effectively provide urban services within the disputed territory." Consideration is also to be given to any municipality that "relied upon priority status conferred under prior annexation laws" and had incurred expenses based on that status to prepare for annexation of the disputed territory. This will favor those cities with the larger population of the two, since under preexisting *Tennessee Code Annotated § 6-51-110(b)* the larger city has priority in an annexation dispute with a smaller city (IPS, 1998).

If either the county or one if its cities reject the plan the Coordinating Committee submits the second time, the county or any city may declare an impasse, and ask the Tennessee Secretary of State to appoint a dispute resolution panel. The dispute resolution

panel will consist of three administrative law judges (or one judge, if the county and all municipalities in the county agree) trained in dispute resolution and mediation. The panel's role will be to attempt to mediate the dispute between the conflicting parties. If resolving the dispute by mediation fails, the panel would then propose a non-binding resolution to the county and the cities. PC 1101 states that the county and the cities shall have a reasonable time to consider the resolution and either adopt or reject it. If the county and/or the city governing bodies reject the resolution, they must then submit their final recommendations to the panel. Then, "for the sole purpose of resolving the impasse the panel shall adopt a growth plan." All costs of the dispute resolution process will be billed by the Secretary of State to the participating county and cities, and are to be prorated by population. If the panel finds that one party acted frivolously or in bad faith in initiating or prolonging the process, costs may be reallocated "in a manner clearly punitive" to these actions. Any failure to pay this assessment will lead to withholding state-shared taxes to satisfy the bill (IPS, 1998).

No later than July 1, 2001, the growth plan ratified by the county and cities within the county, or adopted by the dispute resolution panel, must be submitted to and approved by the Local Government Planning Advisory Committee (LGPAC), an appointed body of local planning officials established in the Department of Economic and Community Development by *Tennessee Code Annotated § 4-3-727* to oversee the establishment, appointments to, and operations of regional planning commissions in the state (IPS, 1998). If the growth plan was recommended by the coordinating committee and ratified by the county and all cities, then the LGPAC grants approval of the plan automatically. A major flaw in the law in fact is that the LGPAC has no authority to conduct a content review of the plan or to change any of its provisions when approved locally. Approval is also automatic for charter counties with annexation reserve agreements in effect on January 1, 1998 (Shelby), which become the growth plan (IPS, 1998). If the growth plan resulted from the dispute resolution process, the LGPAC approves growth plans only if the Urban Growth Boundaries, Planned Growth Areas, and Rural Area boundaries conform to the requirements contained in the law. If the LGPAC determines that the

Urban Growth Boundaries, Planned Growth Areas, and Rural Area boundaries do not conform to those requirements, it may adopt alternative boundaries for the sole purpose of ensuring that they comply with the requirements of the law. After approval of the plan, a copy is sent to the county executive, who in turns files the plan in the county register's office (IPS, 1998).

The Benefits of County Growth Planning- What has Changed?

Major goals of PC 1101 were to correct what was seen by some as out-of-control annexations and municipal incorporations that were creating conflicts among Tennessee cities and counties, and to more closely match the timing of development to the provision of public services. In the interim, between the adoption of PC 1101 on May 19, 1998 and the final adoption of the countywide growth plan, cities still had the right to annex territory by ordinance or by referendum. However, that right was considerably restricted, especially for annexation by ordinance, as the county was given the new authority to contest any annexation by ordinance during this period (IPS, 1998). Additionally, any aggrieved property owner with property that borders on or lies within the territory proposed for annexation could contest the annexation. These property owners were given a total of ninety (90) days to file suit, and the burden of proof for defending these annexations was placed on the city to prove that its annexation request was reasonable. These additional steps were designed to ensure that annexations were appropriate while the municipality and County worked on their growth boundary proposals.

After the adoption of the growth plan, within its UGB, a city can use any of the annexation methods provided by Tennessee's annexation law contained in *Tennessee Code Annotated. Title 6, Chapter 51*. This includes annexation by ordinance and by referendum, as modified by the new law. As provided in those statutes, aggrieved owners of property that borders on or lies within the territory annexed have thirty (30) days to challenge an annexation. Trials are heard by chancellors without a jury, with the burden of proof that the annexation is unreasonable for the overall well-being of the community involved on the property owner filing suit.

After the effective date of PC 1101, the governing body of the annexing city must adopt a plan of services which outlines the services to be provided and their timing. The plan of services must be "reasonable" with respect to both the scope of services to be delivered and to the implementation schedule, and an implementation schedule must be provided for delivery of services in the new territory which is comparable to those provided to all citizens of the municipality. The plan must address the provision of police and fire protection, water, electrical, and sanitary sewer services, road and street construction and repair, recreational facilities and programs, street lighting, and zoning services, regardless of whether the city currently provides those services. The annexing city must also hold progress reports for each adopted plan of service. Six months after the plan is adopted and then annually until it is fully implemented, the city must publish a report on the progress it has made in fulfilling the plan, and must hold a public hearing on the report. These reporting and hearing requirements, which are also contained in previous law, apply to any plan of services "which is not fully implemented" (IPS, 1998).

PC 1101 also put changes in place regarding any new municipal incorporation. After Jan. 1, 1999, new cities may only be incorporated in areas designated in a county growth plan as a Planned Growth Area. The new law does not change the procedures for filing an incorporation petition as prescribed by the appropriate general law charter, however, the county legislative body must approve the corporate limits and the new UGB of the proposed city before the incorporation election can be held. Additionally, all newly incorporated cities must meet the following conditions (IPS, 1998):

- Property Tax Required: All new cities must levy a property tax that raises revenue at least equal to the annual revenues the city receives from state-shared taxes. The tax must be levied and collected before the city receives state shared taxes.
- County Revenue Held Harmless: The County continues to receive situs-based wholesale beer and local option sales tax revenue from businesses in the newly-incorporated area for 15 years in the same manner as if the territory had been annexed. The county continues to receive all other situs-based state shared tax revenues until the beginning of the next fiscal year following the incorporation.
- No New City School Systems: The new city cannot establish a city school system. The same provision applies to existing cities that do not already have a school system.

- Plan of Services: The plan of services for a new incorporation is similar to the binding enforceable plan required under the act when a city annexes territory. Existing general law provisions previously required a plan for delivering services to be included with the incorporation proposal; these provisions have not been changed. The plan must be adopted by ordinance within six months of incorporation; before adoption it must be published in a newspaper of general circulation in the city. Citizens in the newly incorporated municipality have all the rights and remedies prescribed by *Tennessee Code Annotated § 6-51-108* for plans of services for annexed areas.

Implementation of PC 1101

State governments, recognizing the inability of local governments to effectively manage their growth, have taken a stronger role in mandating and coordinating planning and growth management activities by state, regional, and local governments. Tennessee mandates that each county "plan", but does not develop specific plans, nor does it develop the implementing regulations (Craig, 2002). In Tennessee, as in most other states, responsibility for land use planning, standards, implementation, coordination, and review of county growth plans has been left to the local governments. PC 1101 contains no provisions for technical or financial assistance to localities, and only piecemeal assistance is available through the University of Tennessee Institute for Public Service (IPS), the Municipal Technical Assistance Service, the Local Planning Assistance Office within the Department of Economic and Community Development, and the regional Development Districts. As county growth plans pass the three (3) year limit on amendments and local governments seek amendments to their specific plans, it is unlikely that local governments will receive the same level of service originally available at the onset of the law.

An obvious weakness in PC 1101 lies in its failure for promoting adherence to its stated goals. If county growth plans are accepted at the local level, there is no additional oversight. According to the Department of Economic and Community Development Status of Planning and Land Use Controls handbook published this year, 233 of the 290 municipalities proposing Urban Growth Boundaries have active planning commissions, and of these, 218 have municipal zoning in place regulating use of land. The seventy two (72) municipalities that lack land use controls have proposed Urban Growth Boundaries

covering a total of 489 square miles of land. Of the 218 municipalities with municipal zoning in effect, only twenty (20) have extraterritorial zoning in effect, and have the ability to direct growth patterns within the current Urban Growth Boundary. Thus, 198 cities with Urban Growth Boundaries have no land use controls within their identified Urban Growth Boundary.

Counties fair similarly in this type of comparison. Of the 65 Counties that have proposed Planned Growth Areas, fifty three (53) have active planning commissions, and twenty nine (29) of these have county wide zoning in effect. Thirty six (36) counties have no land use controls in effect to protect their Rural areas from development, or to direct growth into their Planned Growth Areas. These counties have identified a total of 3,538 square miles of land as Planned Growth Areas. A total of 4,027 square mile of land has been identified by the thirty six (36) counties and seventy two (72) municipalities, none of which have active land use controls in effect and therefore lack a complete planning program to ensure that growth occurs in suitable areas. Clearly, a significant number of Tennessee communities entered into the growth boundary process with no history of planning, and many lack the basic tools to ensure that growth is channeled into those area that are supposedly suitable to support it. PC 1101 has clearly not made headway to date in encouraging cities and counties to plan more effectively for growth.

CHAPTER 4

STATE OF 1101 TODAY

The written intent built into PC 1101 suggests that the law seeks to encourage smart growth, encourage growth where services are appropriate, preserve relatively fragile County funding bases, and prevent urban sprawl. Upon initial review, the quality of plans completed by each Coordinating Committee appeared to vary widely, both in terms of compliance with the legislature's stated intent as well as in quality of materials submitted to the LGPAC. PC 1101 provided the opportunity to use comprehensive planning as a basis for a county growth plan, but did not require that it be presented as evidence for approval (Hawk, 2000). As these plans were not required to be professionally prepared, a wide variety of styles and content were submitted in support of the growth plans. Additionally, regardless of the plan's quality, the only true test required for its acceptance at the local level was for its ratification at the local level by each county and its municipalities. In other words, if all parties involved agree to sprawl, the plan is approved without further review.

Ninety one (91) of the required ninety two (92) county growth plans have been created and approved, but as PC 1101 has been in effect for a relatively short period of time, a great deal of speculation exists within the state as to the law's effectiveness in meeting its stated goals. Initial inspection of county growth plans suggests that the plans actually encourage sprawl. PC 1101 therefore begs for a comprehensive study into its effectiveness, both locally by individual plan as well as for the state has a whole. The analysis that follows shows that, on average, the areas designated by each municipality and county as Urban Growth Boundaries and Planned Growth Areas are in fact not appropriate given the anticipated population growth, and that far more land than is necessary has been set aside to accommodate Tennessee's anticipated growth.

Mapping and Analysis of PC 1101

In terms of mapping and analysis, the use of Geographic Information Systems was the best way to map and analyze each county proposal. Census Topologically Integrated Geographic Encoding and Referencing (TIGER) line files are the only universally available geographic data set for all Tennessee counties and municipalities, and were used for the initial building block for this analysis. Each 'county' and 'municipal limit' census TIGER line file was merged, and corporate limits were corrected when necessary to match those shown on the original county growth plan. Urban Growth Boundaries, Planned Growth Areas, and Rural Areas were added to this single file, and land area calculations were made when each map was complete. Each individual county map is presented in Appendix A at the end of this thesis.

After each Urban Growth Boundary, Planned Growth Area, and Rural Area was mapped, summary tables were generated where the total municipal area, total Urban Growth Boundary area, county Planned Growth Area, and Rural Areas were calculated. These figures are presented for each County in Appendix B and C at the end of this thesis. These data were combined with the 2000 U.S. Census population for Tennessee counties as well as University of Tennessee Center for Business and Economic Research (UTCBER) population projections through 2020. Calculations on population growth, total area designated as Urban Growth Boundaries and Planned Growth Areas, and total area designated for growth per new resident by 2020 are included for all counties in Appendix D at the end of this thesis.

Appendix E presents land area for the 337 municipalities mapped as a part of this project and the area of each of their Urban Growth Boundaries, as well as calculations on the percentage increase over the existing municipal area that each growth boundary represents were it to be annexed into each city. Appendix F presents current and projected populations for each municipality, as well as a calculation of amount of municipal Urban Growth Boundary land per estimated new municipal resident in 2020. Appendix G presents information on each city and their planning program, including data

on whether they are actively regulating land use through zoning and controlling the subdivision of property through the use of subdivision regulations. Appendix G summarizes communities by active planning Commission and Land Use Controls.

Summary of Municipalities, Counties, and Growth Boundary Areas

As of the publication of this thesis, ninety one (91) of the ninety two (92) counties required to submit growth plans had done so. Only Fayette County in West Tennessee has not had their growth plan approved, but it is scheduled for review by the LGPAC at their quarterly meeting in July of 2003. Davidson, Moore, and Trousdale counties were exempted by the law, as all had completed the transition to "Metropolitan" forms of government, where municipal and county responsibilities were combined into a single governmental body.

Table one (1) below summarizes counties, their Combined Urban Growth Boundaries, and their Planned Growth Areas. Table two (2) below summarizes county and municipal growth areas as a percentage of total county land.

Table 1. Growth Boundary Summaries

Counties Studied	91
Total County Area (Square Miles)	40,663
Counties With Planned Growth Areas	65
Total Planned Growth Area (Square Miles)	5,753
Total Rural Area (Square Miles)	27,515
Number of Municipalities	337
Total Municipal Area (Square Miles)	2,910
Municipalities With Urban Growth Boundaries	290
Total Urban Growth Boundary Area (Square Miles)	4,493

Table 2. Growth Boundary Areas as a Percentage of Total County Area

Percent Municipal Areas	7.2%
Percent Urban Growth Boundaries	11.1%
Percent Planned Growth Areas	14.2%
Percent Rural Areas	67.5%
Total Areas	100.0%

A total of 337 municipalities are represented in the ninety one (91) plans, with 290 municipalities proposing Urban Growth Boundaries, and sixty five (65) counties proposing Planned Growth Areas.

The 337 municipalities take up a total of 2,910 square miles of territory or approximately 7.2% of the total land area. The 290 municipally designated Urban Growth Boundaries account for a total of 4,493 square miles, or approximately 11.1% of the total county area. Individual municipal Urban Growth Boundaries range from as small as thirty nine (39) acres for Lookout Mountain in Hamilton County, to as much as 199 square miles for the City of Jackson in Madison County. In terms of the ratio of Urban Growth Boundary area to existing municipal territory, the combined 4,493 square miles of Urban Growth Boundary, if annexed, would reflect an increase in combined municipal territory of roughly 255%, to a total of 7,403 square miles, or roughly 18.3% of all land within the 91 county study area. Each County's combined municipal Urban Growth Boundary area is summarized in Appendix B and C, and each individual municipal Urban Growth Boundary is summarized in Appendix E and F.

The sixty five (65) county Planned Growth Areas account for a total of 5,753 square miles of land, or approximately 14.2% of the all land within the study area. The remaining lands designated as rural account for a total of 27,515 square miles of land, or approximately 67.5% of the total land area.

"Density" is not well defined by Public Chapter 1101, but as it relates to land development, refers to the number of persons, structures, or housing units in a specified area. Highest densities would most often be found in urban areas and lowest densities would be found in rural areas. The Bureau of the Census defines rural density as 1,000 or fewer persons per square mile which equates to roughly one housing unit per two acres.

According to the 2000 Census, only 39% of all Tennessee residents, and 72% of Tennessee's municipal residents live at a density that exceeds 1,000 persons per square mile, indicating that a majority of Tennessee residents live at overall rural densities. Individual municipal population densities range from a low of 29.8 persons per square mile for the city of Orme in Marion County to a high of 2,488 persons per square mile for the City of East Ridge in Hamilton County. Table 3 data above shows that out of the 290 municipalities proposing Urban Growth Boundaries, 232 have existing municipal densities that are less than 1,000 persons per square mile, while fifty eight (58) have densities that exceed 1,000 persons per square mile with an average overall density of 1,518 persons per square mile.

Failure to Reduce Sprawl- Future Population Density in Growth Boundary Areas

The basic thesis statement of this document is that the areas designated by each municipality and county as Urban Growth Boundaries and Planned Growth Areas are in fact not appropriate given the anticipated population growth, and that far more land than is necessary has been set aside to accommodate Tennessee's anticipated growth. If growth occurs throughout each Urban Growth Boundary and Planned Growth Area as anticipated, overall population density will decrease over time, and the specific goal of reducing urban sprawl will have failed.

Table 3. Population Density of Tennessee Communities in 91 County Study Area- 2000 Census

Total Population of 91 County Study Area	5,076,006
Study Area Population Density (Persons Per Mile)	125
Study Area Non-Municipal Population	2,323,286
Study Area Non-Municipal Population Density (Persons Per Mile)	62
Study Area Municipal Population	2,752,720
Study Area Municipal Population Density (Persons Per Mile)	946
Municipal Population for 58 Cities With Densities Greater than 1,000 Per/Mile	1,970,990
Average Density for 58 Cities over 1,000 Per/Mile	1,519
Municipal Population for 232 Cities With Densities Less than 1,000 Per/Mile	781,730
Average Density for 232 Cities under 1,000 Per/Mile	485
Municipal Population for 290 Cities Proposing Growth Boundaries	2,654,882
Municipal Population Density of 290 Cities Proposing Growth Boundaries	986
Municipal Population for 47 Cities Not Proposing Growth Boundaries	97,838
Municipal Population Density of 47 Cities not Proposing Growth Boundaries	447

Table 4. 2000 Census Population and University of Tennessee Center for Business and Economic Research (UTCBER) Population Estimates through 2020 for 91 County Study Area

Study Area	2000 Population	2020 Population Estimate	% Change 2000 to 2020
Total Population of 91 County Study Area	5,076,006	5,939,741	17.0%
Study Area Non-Municipal Population	2,323,286	2,633,662	13.4%
Study Area Municipal Population	2,752,720	3,306,079	20.1%
Municipal Population for Cities Proposing Growth Boundaries	2,654,882	3,192,334	20.2%
Municipal Population for Cities Not Proposing Growth Boundaries	97,838	113,745	16.3%

The University of Tennessee Center for Business and Economic Research (UTCBER) population projections as presented in table 4 for all municipal and non municipal areas through 2020 indicate a total growth in population for the 91 county study area of 863,765 residents, a growth rate of seventeen percent (17%) for the twenty (20) year period. The 337 municipalities in the study area are projected to grow by 553,359 residents, an increase of 20.1%, while the 290 municipalities that have designated Urban Growth Boundaries are projected to grow by 537,452 residents a 20.2% increase.

To quantify a reduction of sprawl over time, this thesis makes the assumption that a net reduction in population for any given municipality or county should eliminate the need for additional land. Table 5 below details counties and municipalities by projected population growth and by whether the community proposed a growth boundary area. Based on the UTCBER projections, nine (9) counties are projected to lose population through 2020. A total of six (6) of the nine (9) are proposing Planned Growth Areas on a total of 211,200 acres of land, or roughly 330 square miles of territory. A total of fifty two (52) municipalities are projected to lose population over the twenty (20) year study

Table 5. University of Tennessee Center for Business and Economic Research (UTCBER) Report of Cities and Counties by Proposed Gain and Loss of Population through 2020

Counties Projected to Gain Population through 2020	82
Counties With Planned Growth Areas Projected to Gain Population through 2020	59
Counties Without Planned Growth Areas Projected to Gain Population through 2020	23
Counties Projected to Lose Population through 2020	9
Counties With Planned Growth Areas Projected to Lose Population through 2020	6
Counties Without Planned Growth Areas Projected to Lose Population through 2020	3
Municipalities Projected to Gain Population through 2020	285
Municipalities With Urban Growth Boundaries Projected to Gain Population through 2020	248
Municipalities With Urban Growth Boundaries Projected to Lose Population through 2020	42
Municipalities Projected to Lose Population through 2020	52
Municipalities Without Urban Growth Boundaries Projected to Gain Population through 2020	37
Municipalities Without Urban Growth Boundaries Projected to Lose Population through 2020	10

period. Of these, forty two (42) have proposed Urban Growth Boundaries on a total of 352,166 acres of land, or roughly 550 square miles of territory. Changes in lifestyle or demographic characteristics can cause land to be consumed despite decreasing populations. It is clear that in most of these communities however, the combined 880 square miles of territory identified as Urban Growth Boundaries and Planned Growth Areas were not based on land necessary to accommodate changing demographics or population growth, and that their proposals will in fact encourage sprawl within their communities.

For municipalities to have a net reduction of sprawl over time, it is safe to assume that their net densities would either remain static in the case of dense urban areas, or increase in the case of rural municipalities with existing low population densities. The basic definition of an Urban Growth Boundary is that it comprise territory that is reasonably compact yet sufficiently large to accommodate residential and nonresidential growth projected to occur during the next twenty (20) years, and that it reflect the municipality's duty to facilitate full development of resources within the current boundaries of the municipality and to manage and control urban expansion outside of such current boundaries. It is reasonable to assume therefore if the municipality has provided a full level of service to their current population and the lands within the municipality have been fully built out, that the municipality would identify an Urban Growth Boundary that is suitable to accommodate their projected growth. It should also be reasonable to assume that each municipality would annex the full territory of their Urban Growth Boundary in twenty (20) years. If Urban Growth Boundaries were identified as sufficiently large enough to accommodate future growth at densities that decrease sprawl and reflect the communities goal of reduction of sprawl, then upon their annexation, each municipality should have a net density that is at least equal to or higher then their present density.

The 290 municipalities within the study area that are proposing Urban Growth Boundaries have identified a total of 4,493 square miles of territory for high density

development that should accommodate an anticipated population growth of 537,452 residents. Provided that these identified Urban Growth Boundaries accommodate all anticipated population growth, the resulting population density would be 119 persons per mile. If the 290 municipalities annexed their full Growth Boundaries, the total gross density in 2020 based on the UTCBER population projections would be reduced from the current 986 persons per mile to 444 persons per mile.

Sixty five counties proposed Planned Growth Areas on 5,753 square miles of land. This combined with the sum of municipally designated Urban Growth Boundaries yields a total of 10,246 square miles of territory that should theoretically accommodate all moderate to dense levels of development. Planned Growth Areas under PC 1101 are territories that are reasonably compact yet sufficiently large to accommodate residential and nonresidential growth projected to occur during the next twenty (20) years. PC 1101 also holds that new municipal incorporations must occur in territory identified as Planned Growth Areas. If the overall goal of PC 1101 is the reduction of sprawl, it stands to reason that the combined area of Tennessee Municipalities, their Urban Growth Boundaries, and the county Planned Growth Areas should have been created in such a way as to ensure that overall development densities increase in these areas, and that rural and agricultural lands are preserved. If all growth projected to occur within the ninety one (91) county study area was channeled into the combined municipal areas, their Urban Growth Boundaries, and the County Planned Growth Areas, overall municipal population density by 2020 would decrease by more than half to 403 persons per mile.

If Urban Growth Boundaries and Planned Growth Areas were identified based on anticipated population growth coupled with each community's wishes to reduce urban sprawl, overall municipal densities should increase as should County population densities in the Planned Growth Areas. Average municipal densities statewide are less than the Census bureau's minimum definition of "place", as only sixteen (16) municipalities out of the 290 proposing Growth Boundaries would increase density if annexing all Growth Boundary Areas, and only four (4) of those are projected to have densities that exceed

Table 6. Municipal Density and Calculated Change of Density 2000 to 2020

Municipalities proposing UGB's	290
Municipalities proposing UGB whose density increases from 2000 to 2020	16
Municipalities proposing UGB whose density decreases from 2000 to 2020	274
Municipalities proposing UGB whose density increases from 2000 to 2020 with final density greater than 1,000 persons per square mile	4
Municipalities in 2000 with Population density of 1,000 persons per square mile or greater	58
Municipalities that by 2020 have densities less than 1,000 persons per square mile but whose density exceeded 1,000 persons per square mile in 2000	48

1,000 persons per square mile (Table 6 above). Additionally, a total of fifty eight (58) communities had population densities that exceeded 1,000 persons per square mile based on their 2000 census population. Of these, forty eight (48) have Urban Growth Boundaries that if annexed, would decrease overall population density to less than 1,000 persons per square mile.

Future development density potential for each municipality and its Urban Growth Boundary coupled with each Planned Growth Area suggest that overall density has the potential of decreasing dramatically over the 20 year study period, thus encouraging sprawl. A total of 10,246 square miles of territory was identified by sixty five (65) counties and 290 municipalities in the ninety one (91) county study area to accommodate a total anticipated population growth of 863,735 residents by 2020. Based on these growth estimates, the combined area designated for medium to high density residential, commercial, and industrial development is allocated at just under eight (8) acres of land for each new resident. If this development scenario occurs, average municipal density across the state would decrease by roughly half. Based on these calculations, the combined effect of each county Planned Growth Area and municipal Urban Growth Boundary is to reduce overall population density and actually encourage urban sprawl.

Land Necessary to Accommodate Growth- Scenarios of Density of Development

Public Chapter 1101 does not define sprawl nor does it define minimum development densities that each community and county should achieve. The goals of PC 1101 listed by the Tennessee General Assembly seem centered on annexation issues, as three (3) of the five (5) original goals focus specifically on annexation issues, which in turn set the tone of the law and imply that annexation issues, above all else, were central in writing the overall law. In fact, the concept of sprawl seems to have been incorporated into state law without study of its context in terms of land development in Tennessee (Lamb, 2000).

By the very nature of Tennessee's diverse urban, suburban, and rural communities, no single target for population density of future development seems appropriate. While the average Tennessee County is generally rural and sparsely developed, municipal densities vary widely from an extreme low of 29.8 persons per square mile to as high as 2,488 persons per square mile. Additionally, population growth projections are not consistent throughout the state, with a significant number of Tennessee cities and counties projected to lose population over the 20 year time frame of PC 1101. This did not stop many communities from projecting extremely large growth boundaries however, which seem to be created specifically without the goal of encouraging dense, urban development and the reduction of urban sprawl. In fact, many County Coordinating Committees did little in terms of addressing growth management, but rather became negotiating committees arbitrating differences between cities and counties over annexations (Hawk, 2000).

In submitting their growth plans, each County Coordinating Committee was guided by section eight (8) of PC 1101, where the final definition of an acceptable growth plan simply required documentation identifying and describing municipal boundaries, Urban Growth Boundaries, Planned Growth Areas, and Rural Areas. In most cases, a single county map, often accompanied by supplemental municipal growth boundary maps constituted the full documentation accepted and approved by the LGPAC (Hawk, 2000).

Of the ninety one (91) plans on file, seventy five (75) consist of maps only, with no supporting materials justifying the size of individual municipal or county growth boundary areas.

While individual municipal or county growth plans may be justified for purposes of utility provision, historical experience, economic trends, or current population growth patterns, there is clearly no need to support a projected seventeen percent (17%) increase in population with a tripling of territory above and beyond current municipal land areas. As approved, there are approximately eight (8) acres of land identified as Urban Growth Boundary or Planned Growth Area in the ninety one (91) county study area per capita of projected population growth, or roughly one (1) household per 20 acres of land. Projections for individual communities may not be practical given the wide variety of population growth potential and community density, but general state-wide predications of anticipated land necessary to accommodate growth at a variety of densities can be useful to compare against the current approved plans cumulatively.

Assuming that new development will occur at a range of densities currently experienced within Tennessee communities as well as other major urban and metropolitan centers, the following five (5) development scenarios represent possible development and land consumption trends.

Scenario 1- New development continues at the decidedly rural statewide average density of 125 persons per square mile:

- The ninety one (91) county study area's projected population growth of 863,735 distributed at 125 persons per mile creates a need for roughly 6,910 square miles of land for development, approximately sixty seven percent (67%) of the area Tennessee communities actually identified.

- Conversely, if the 10,246 square miles of territory identified by Tennessee communities for medium to high density development were to develop at an average density of 125 persons per square mile, it could support a total new population of 1,280,800 new residents, roughly 148% more population than is projected through 2020.

Scenario 2- New development continues at the average Tennessee municipal population density of 946 persons per square mile:

- The ninety one (91) county study area's projected population growth of 863,735 distributed at 946 persons per mile creates a need for roughly 913 square miles of land for development, approximately nine percent (9%) of the area Tennessee communities actually identified.
- Conversely, if the 10,246 square miles of territory identified by Tennessee communities for medium to high density development were to develop at an average density of 946 persons per square mile, it could support a total new population of 9,692,700 new residents, roughly eleven (11) times the population projected through 2020.

Scenario 3- New development continues at the average density of Tennessee's three (3) largest non-metropolitan municipalities (Memphis, Knoxville, and Chattanooga) of 1,839 persons per square mile:

- The ninety one (91) county study area's projected population growth of 863,735 distributed at 1,839 persons per mile creates a need for roughly 470 square miles of land for development, approximately five percent (5%) of the area Tennessee communities actually identified.

- Conversely, if the 10,246 square miles of territory identified by Tennessee communities for medium to high density development were to develop at an average density of 1,839 persons per square mile, it could support a total new population of 18,842,400 new residents, roughly twenty two (22) times the population projected through 2020.

Scenario 4- New development continues at the average density of Tennessee's highest density municipality (East Ridge in Hamilton County) of 2,488 persons per square mile:

- The ninety one (91) county study area's projected population growth of 863,735 distributed at 2,488 persons per mile creates a need for roughly 347 square miles of land for development, approximately three percent (3%) of the area Tennessee communities actually identified.
- Conversely, if the 10,246 square miles of territory identified by Tennessee communities for medium to high density development were to develop at an average density of 2,488 persons per square mile, it could support a total new population of 25,492,000 new residents, roughly thirty (30) times the population projected through 2020.

Scenario 5- New development continues at the average density as reported by the Census Bureau of the twenty (20) largest municipalities by population in the U.S. of 5,374 persons per square mile:

- The ninety one (91) county study area's projected population growth of 863,735 distributed at 5,374 persons per mile creates a need for roughly 161 square miles of land for development, approximately one and one half percent (1.5%) of the area Tennessee communities actually identified.

- Conversely, if the 10,246 square miles of territory identified by Tennessee communities for medium to high density development were to develop at an average density of 5,374 persons per square mile, it could support a total new population of 55,062,000 new residents, roughly sixty four (64) times the population projected through 2020.

If allowed to develop at the decidedly rural state-wide population density average of 125 persons per square mile, the areas identified by cities and counties in the ninety one (91) county study area for growth could accommodate roughly one and one half times the anticipated population growth. If directed to develop at a much more dense level consistent with densities in the twenty (20) largest American cities, the area identified by Tennessee cities and counties could theoretically accommodate sixty four (64) time the State's anticipated population growth, or roughly eleven (11) times the total state population. Clearly, on average, Tennessee communities have identified more land than is necessary to accommodate growth, even if that growth occurs at extremely low densities.

Examples of Alternative Decision Making- Growth Boundary Decisions Outside Requirements of Law

Tennessee's local governments that have approved growth boundary plans in place have complied with the letter of PC 1101, but most have eluded compliance with the spirit of the act by identifying growth areas unrelated to anticipated residential, commercial, and industrial growth. Through state mandated interlocal cooperation, cities and counties have been forced to recognize areas of influence where they can control future annexation to accommodate growth. This ability to accommodate growth in effect allows cities and counties to catalog where they *could* grow, without holding them accountable as to whether they *should* grow. The following examples of community

growth plans are specific examples of communities that, based on population projections and the need for land to accommodate expanded commercial and industrial areas, could not justify a demand for growth boundaries. Each however ended up with sizeable growth boundary property through unanimous agreement with adjacent cities and their resident counties.

Jellico/ Campbell County- Growth Boundaries Without Growth

The City of Jellico, located at the Tennessee-Kentucky state line in Campbell County, incorporated in 1885 as a center for financial and commercial activity serving a vast coal and timber area, serving many mining and timber camps and communities having a combined population of more than 25,000 (Kribbs, 1967). Like many other communities in the Appalachian region, however, a decline in coal and timber in the middle 20th century brought decline in both the size and importance of the City.

The University of Tennessee Center for Economic and Business Research projected a population growth rate for Jellico of 14.2%, a rate which surpasses any that Jellico has experienced in the last sixty (60) years except for periods of annexation into surrounding territories. Census figures paint a picture of a population that has been in a period of decline since the 1950's. Census 2000 figures show that Jellico is lagging behind the rest of Campbell County and the State of Tennessee in a number of population, income, and housing indicators, illustrating a City in decline.

The City's land use inventory conducted by the Department of Economic and Community Development, Local Planning Assistance Office indicates that only thirty nine percent (39%) of the total land area within the City is developed, and that significant amounts of residential territory are available to accommodate any anticipated population growth. Constraints placed on the City by terrain and the presence of significant flood plain areas, however, limit its ability to provide for future commercial lands, and there are limited options to develop new commercial or industrial uses.

Jellico is a full service provider, with a full suite of public services and utilities, many of which have been provided to residents adjacent to the current corporate limits.

The City's aging infrastructure has been a continuing cause of concern however, and the City's utility inventory indicates significant repairs and capacity upgrades that are necessary to ensure adequate service levels to current municipal customers. Most significantly, the City reported a need for approximately $7,000,000 to rehabilitate or replace 36,000 feet of existing sewer line.

Figure one (1) below shows the approved Urban Growth Boundary for the City of Jellico. The municipal area of Jellico is approximately 2,800 acres, while Jellico's growth boundary, approved unanimously by the Campbell County Coordinating Committee, Campbell County Commission, and each of the County's municipalities, encompasses approximately 6,800 acres, a potential increase in size if annexed of roughly 250%.

Jellico's City Council felt confident in proposing and ultimately receiving the growth boundary shown below. While the City itself has historically lost population, has

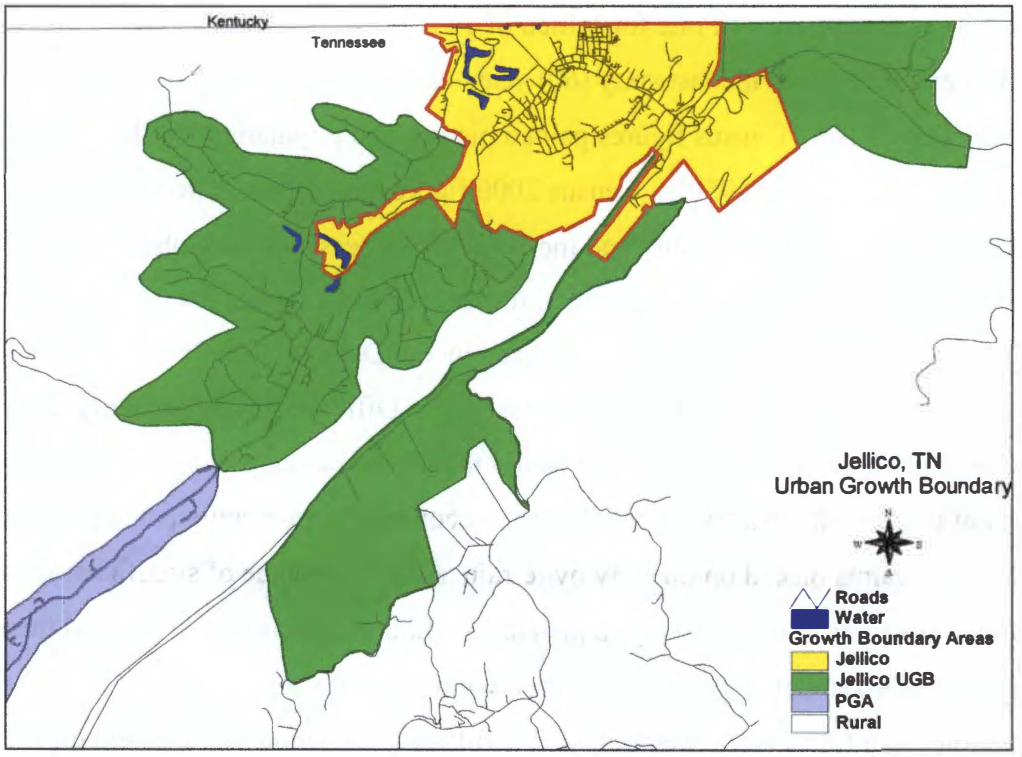

Figure 1. Jellico TN Municipal and Urban Growth Boundary Areas

adequate land to accommodate virtually any growth that might occur, and has identified significant costs necessary to ensure that basic services continue, Jellico's growth boundary encompasses areas that have grown and been able to develop through the extension of municipal services outside current corporate limits. The growth boundary areas to the immediate East and West of the city were in fact suggested by the Jellico utility supervisor, as the boundaries were set at a maximum elevation that adequate water pressure could be maintained without significant new infrastructure improvements. The growth boundary areas to the South of the city were recommended by a land owner, who currently plans a second home, resort type community with its own commercial center on roughly 2,000 acres of undeveloped land.

Jellico's Urban Growth Boundary is based on growth that has been driven by the extension of utilities for reasons unrelated to comprehensive planning or rational land use decisions. The presence of utilities outside the municipality has encouraged decentralization and development of lands on the municipal fringe at the expense of lands within the municipality. While Jellico meets the standard of a municipality that is better able and prepared than other municipalities to provide urban services, it fails in identification of land necessary to accommodate growth, as adequate land is available within the City itself. Jellico's Urban Growth Boundary therefore, if allowed to develop, encourages sprawl at the continued expense of the traditional city core.

Pittman Center/ Sevier County- Urban Growth Boundaries to Preserve Rural Lands

Pittman Center, incorporated in 1974, was originally settled in the 1790's and remained sparsely settled and extremely isolated from the remainder of Sevier County for more than a century. The establishment of the Great Smoky Mountains National Park in 1935 set the stage for future growth of the Town's neighbors, which in turn spurred the growth throughout all of Sevier County. The influx of visitors has made Sevier County and its larger cities one of the leading resort centers in the country, and has brought considerable prosperity to the region. Along with the benefits of this growth, however,

come serious problems as a result of the constant influx of visitors. Pittman Center's ability to grow is also severely retarded by the lack of available public water and sanitary sewer systems.

In their 1987 Land Use and Transportation Plan, the residents of Pittman Center identified specific land use goals regarding future development of the community. Specifically, the Town's residents sought to:

1. "Preserve, protect, and enhance the unique character of Pittman Center while encouraging a harmonious and higher standard of development"
2. "Protect the physical environment and natural resources for the use and enjoyment of present and future citizens and visitors"

These goals are often seen as inconsistent with the development trends throughout the rest of Sevier County. The other three (3) municipalities in the County as well as the County itself have large public works programs, and spend significant amounts of money to encourage tourist development. The presence of utilities in much of the county has allowed small lot developments for commercial cabin rentals and retirement/ second home developments. Growth in this industry has rapidly developed much of the county, with many residents concerned about the loss of the County's original rural way of life.

Pittman Center on the other hand has gone out of its way to protect the environment and has discouraged the development of small lot, tourist type developments. Residential development is encouraged, yet large lot sizes (one to two acre minimum lot sizes) ensure that land will not develop prematurely, and further ensures that the overall footprint of the built environment will remain relatively small.

Figure two (2) below shows the approved Urban Growth Boundary for Pittman Center. The cities of Gatlinburg, Pigeon Forge, and Sevierville all sought extremely large growth boundaries (not shown on figure two, but visible on figure seventy eight in Appendix A) based on their ability to serve and their perceived need for additional land to continue the tourist residential development. Each provided reports on the cost of services into their proposed areas, and could generally justify large areas based on large historic tourist commercial/ residential developments. Pittman Center's land use

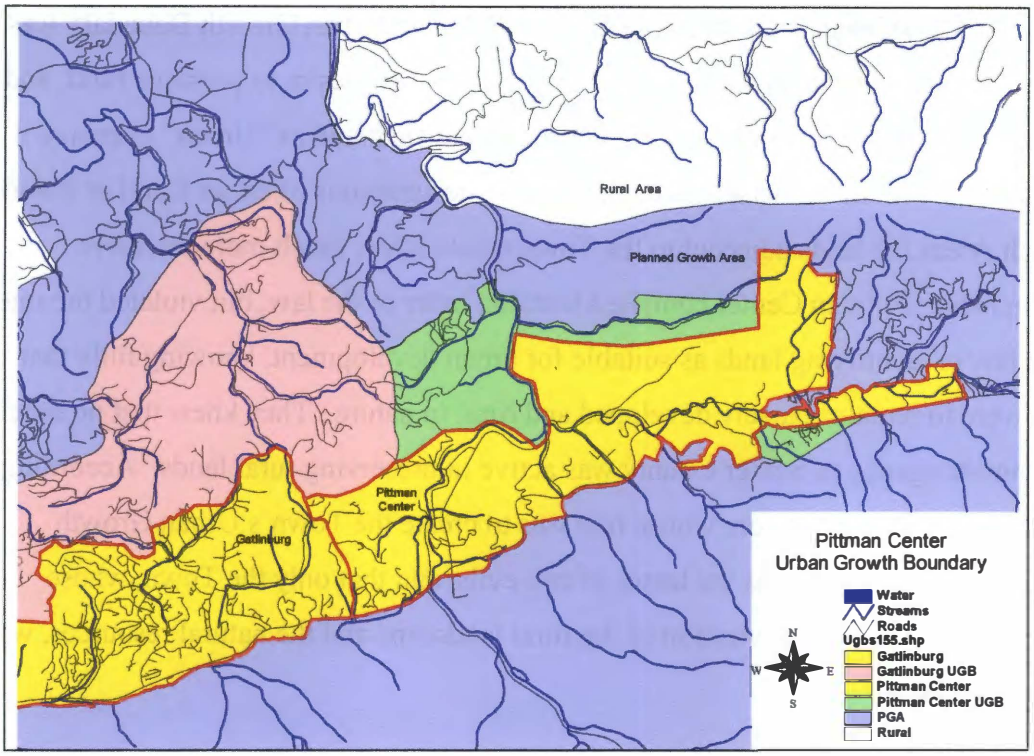

Figure 2. Pittman Center TN Municipal and Urban Growth Boundary Areas

inventory conducted by the Department of Economic and Community Development, Local Planning Assistance Office indicates that only fourteen percent (14%) of the total land area (excluding the incomplete Foothills Parkway Right of Way) is developed and that overall community population density is only ninety (90) persons per square mile.

It has not been the goal of Pittman Center to become an economic or job center, but rather to preserve a rural residential setting for their current and future residents. There is no industrial component in their economy, and they enforce policies through their zoning ordinance that limit the size and location of commercial developments. Sevier County on the other hand has no formal land use controls beyond subdivision regulations, and actively encourages relatively dense residential development, permitting as many as 1,000 persons per mile (average of 2.5 persons per household, with one (1) household per 28,000 square feet) on wells and subsurface sewerage disposal systems throughout the County.

Pittman Center's ultimate goal in identifying an Urban Growth Boundary was not based on the need for additional lands, but rather on their desire to preserve rural, and in their opinion, sensitive, lands. Pittman Center identified land as "Urban" to ensure it stayed rural, with the understanding that County designations of either Rural or Planned Growth Areas for lands adjacent to the Town would allow much more intensive development. Pittman Center complied with the letter of the law, but violated the intent of the law in identifying lands as suitable for urban development, knowing fully that lands were to remain sparsely developed and rural in nature. They knew that no other government agency in Sevier County was active in preserving rural lands. According the Town Planning Commission, whose role was to create the Town's Urban Growth Boundary, the decision was the lesser of two evils, and that only the Town, whose existence was based on protection of the rural landscape and the natural resources, was prepared to do so.

Maynardville/ Union County- Historic City/ County Conflicts Lacking Sound Land Use Decision

Maynardville, the Union County seat since the founding of the County in 1854, was incorporated under modern state statutes in 1958 with an original population of 620 residents. Maynardville experienced relatively rapid population growth through the 2000 census, and was projected to grow to 2,322 residents by 2020. Current population density has remained relatively low, however, with an average density of only 330 persons per square mile.

The Maynardville economy is based on retail and professional businesses that serve the residents of the City and the adjacent population, as well as manufacturing that takes place at the two city industrial parks. Retail sales, food service, automotive service, and professional offices are the most common business activities throughout the City. They tend to relate to the needs of the community such as convenience stores, automotive service stations, restaurants, and other commercial and professional needs.

Maynardville is located in the base of Raccoon Valley, with an average rise of 500 feet in elevation to the ridges that serve as the City's corporate limits, so the majority of municipal development is in on the valley floor. Relatively steep slopes leading up to each ridge line have limited development density immediately out of the valley floor, and significant amount of vacant land has slopes in excess of twenty percent (20%). Maynardville's PC 1101 report prepared by the Local Planning Assistance office indicated that a total of 2,563 acres of land within the City are vacant, of which only roughly 500 acres is free of extreme physical constraints.

Maynardville has two (2) water plants, each at opposite ends of Raccoon Valley, with a combined pumping capacity of 575,000 gallons of water per day. Maynardville's PC 1101 report stated that the City's water plants were running at only forty three percent (43%) of their total capacity to serve a total of 1,500 residential, commercial, and industrial customers, 750 of which are located outside of the city. Maynardville's PC 1101 report also reported that the City sewer treatment plan had a peak capacity of 150,000 gallons per day, and was running at capacity serving 650 customers, fifty (50) of which are located outside the city. In their report, the city noted that significant work was necessary to upgrade their sewer plant, and as of 2000, the sewer plant capacity was increased to over 600,000 gallons per day.

Union County as a whole covers a total of 247 square miles of land, with 231 square miles as unincorporated land with an average density of only seventy two (72) persons per mile, excluding inland water ways and state property. Union County's PC 1101 report reported that fifty four percent (54%) of all unincorporated parcels are vacant, with majority of these parcels greater than two (2) acres in size and coded as agricultural.

Union County does not provide water and sewer services directly, yet sought to open new commercial and industrial land for development. Union County therefore worked with Maynardville to extend water and sewer services southwest of the city along Highway 33, and to extend water services northeast of Maynardville along Walkers Ford Road. The County was also active in assisting other utility providers, including Halls

Dale Powell and Luttrell Blaine Corryton Utility Districts in extending water to areas where well water often had high sulfur content or was polluted by failed subsurface sewage systems.

In making their Urban Growth Boundary Proposal, Maynardville understood that there were areas within their current municipal limits that were not served, but also understood the cost implications of long water and sewer lines running outside their corporate limits in Raccoon Valley. Thus, Maynardville originally proposed Urban Growth Boundaries northeast and southwest of their current corporate limits that ran to the end of their municipal utility lines, but did not make calculations as to the cost of fully serving the rest of their current residents. Maynardville proposed a total of approximately 3,000 acres of land for their Urban Growth Boundary areas.

Union County on the other hand recognized the very rural nature of the county as a whole, but contested the idea of any additional municipal expansion, regardless of the municipality's ability to serve the residents, and the county's inability to provide services outside of funding other service providers. Union County understood that growth was inevitable adjacent to Maynardville, but refused to identify areas with existing utilities as anything but Rural Areas.

Figure three (3) below shows the original request for Urban Growth Boundaries northeast and southwest of Maynardville, and shows the area southwest of the City that was ultimately classified as Maynardville's Urban Growth Boundary. Maynardville and the other municipalities were unable to ratify the growth plans as presented by the Union County Coordinating Committee, and Union County was forced to declared an impasse and request arbitration. During the arbitration process, Union County ultimately agreed to roughly half of Maynardville's original growth boundary request. Union County proposed no Planned Growth Areas, even though several areas have access to water, and in several instances, public sewer as well. Finally, Union County required municipalities that annex areas to set out specific timeframes for the provision of utilities, and further required each city to de-annex these areas if services are not provided in the specified timeframe.

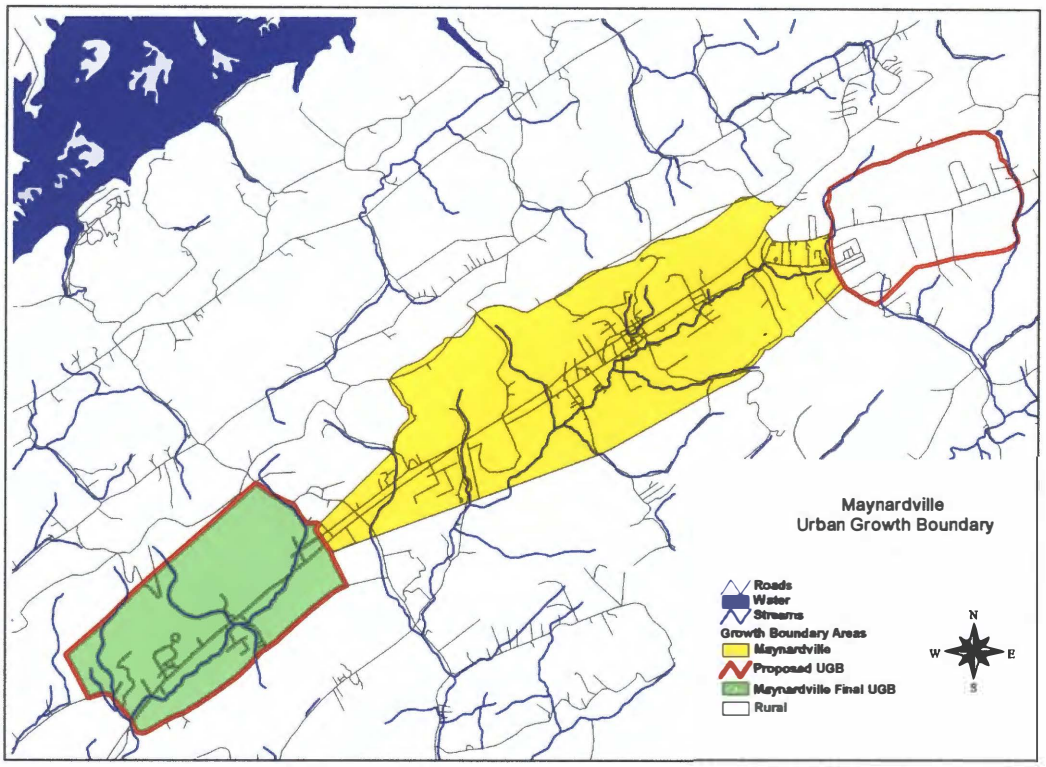

Figure 3. Maynardville TN Municipal and Urban Growth Boundary Areas

In general, the history of development, growth, and extension of utilities in Union County has not been based on sound land use planning decisions. Maynardville, in conjunction with Union County, has invested resources to extend utilities outside Maynardville's current corporate limits while other areas within the municipality have limited access to services. Union County has encouraged the proliferation of water lines, allowing increased density of development, but refused to take the additional responsibility that PC 1101 placed on them to manage natural resources and to manage and control urban growth. Finally, Union County has no land use controls beyond subdivision regulations, and these are rarely enforced adequately. Both Maynardville's and Union County's policies have the effect of contributing to sprawl.

CHAPTER 5

CONCLUSION AND ASSESSMENT

Tennessee's Urban Growth Boundary law, Public Chapter 1101, spelled out a series of goals that the Tennessee Legislature hoped to achieve. Specifically, through the adoption of this law, the General Assembly sought to eliminate annexation out of fear; establish incentives to annex or incorporate where appropriate; force municipalities to closely match the timing of development and the provision of public services; stabilize each county's education funding base and establish incentives for each county to be more interested in education; and minimize urban sprawl. While annexation issues were at the core of Public Chapter 1101, the law was heralded by the larger national planning community as a major step in growth management and as a proactive step in curbing urban sprawl.

Sprawl is not defined in the law, and communities are given the flexibility to determine where growth can occur by county without a single state mandated goal for density of development. This necessary vagueness gave communities flexibility in determining their own future development goals, but also led to both confusion and outright abuse of the legislature's goal of reduction of urban sprawl. Ninety one (91) of the ninety two (92) counties required to submit growth plans have done so by the publication of this thesis, and all have complied with the *letter* of PC 1101. Few communities have complied with the *spirit* of the act however, as a majority of cities and counties staked out growth areas unrelated to probable growth rates.

The University of Tennessee Center for Business and Economic Research (UTCBER) population projections through 2020 show a population growth rate of roughly 17% state wide, an increase in population of 863,735 people. Current population density in Tennessee varies widely, with a range from as low as less than 30 persons per mile to a high of nearly 2,500 persons per mile for municipalities. Communities, in following the spirit of the law of reduction of urban sprawl, should be expected to need

only an additional seventeen percent (17%) on average in land area to ensure development densities remain static, and should require less if their goal is to increase density, thereby reducing sprawl.

Of the 337 municipalities in the ninety one (91) county study area, 290 identified Urban Growth Boundaries on 4,493 square miles of land. These same municipalities currently occupy 2,910 square miles of land at an average municipal density of 946 persons per square mile. Sixty Five (65) of the ninety one (91) counties identified Planned Growth Areas on 5,753 square miles of land. Combined, municipalities and counties identified 10,246 square miles of land as necessary to accommodate all growth anticipated in the twenty (20) year study period. This total area represents an increase of roughly 250% over existing municipal territory.

While PC 1101 does not set goals for development and population density, a variety of population density scenarios can give an indication of whether PC 1101, as adopted by cities and counties, would actually reduce sprawl state wide. To ensure state wide density of development equal to average municipal densities of 946 persons per mile, 863,735 people would require only 913 square miles of land for development, roughly eleven (11) times less land than has been identified to accommodate anticipated growth. To ensure higher state wide densities equal to that of the largest non-metro municipalities of 1,839 persons per mile, the same 863,735 people would require only 470 square miles of land for development, roughly twenty two (22) times less land than has been identified. Clearly, if the identified growth boundary areas are allowed to develop fully over the next twenty (20) years, overall population densities in "municipal" areas would decrease, thus actually encouraging sprawl.

An obvious weakness in PC 1101 lies in its failure for promoting adherence to its stated goals. If county growth plans are accepted at the local level, there is no additional oversight. According to the Department of Economic and Community Development Status of Planning and Land Use Controls handbook published this year, 233 of the 290 municipalities proposing Urban Growth Boundaries have active planning commissions, and of these, 218 have municipal zoning in place regulating use of land. The seventy two

(72) municipalities that lack land use controls have proposed Urban Growth Boundaries covering a total of 489 square miles of land. Additionally, only twenty (20) municipalities have extraterritorial zoning in effect, with the ability to direct growth patterns inside their current Urban Growth Boundaries.

Counties fair similarly in this type of comparison. Of the 65 Counties that have proposed Planned Growth Areas, fifty three (53) have active planning commissions, and twenty nine (29) of these have county wide zoning in effect. The thirty six (36) counties that have Planned Growth Areas identified with no land use controls in effect have identified a total of 3,538 square miles of land as Planned Growth Areas. A sum total of 4,027 square mile of land has been identified by thirty six (36) counties and seventy two (72) municipalities, none of which have active land use controls in effect and therefore lack complete planning programs. Clearly, a significant number of Tennessee communities entered into the growth boundary process with no history of planning, and many lack the basic tools to ensure that growth is channeled into those area that are supposedly suitable to support it. PC 1101 has clearly not made headway to date in encouraging cities and counties to plan more effectively for growth.

Counties and Municipalities are further limited in their ability to plan for growth, even if they sought to actively, by their inability to regulate, direct, and control the provision of water and, less frequently, sewer services throughout their jurisdictions. Utility districts serving primarily as public water distribution authorities are abundant throughout the state, and were often established prior to municipalities incorporating or annexing an area. Although some utility districts provide sanitary sewer services, the majority provide only water distribution and generally encourage sprawl through a proliferation of two (2) and four (4) inch waterlines. Utility districts typically expand their systems for the purpose of adding new users rather than maximizing land use and cost efficiencies (Hawk, 2000). PC 1101 did not address their impact on growth management and did not give either municipal or county elected officials authority to control them. This process continues to embrace the financial well being of the utility, often at the expense of "smart growth" concepts.

In adopting PC 1101, the legislature also failed to foster the need for regional, inter-county coordination of plans. County plans are rarely consistent with adjacent counties, creating an odd patchwork of areas that are inconsistently targeted for growth along county lines and adjacent to other areas targeted for protection of rural and agricultural lands. This inefficient allocation and use of lands has the effect of further increases in sprawl.

In a larger sense, a review of all ninety one (91) plans indicates a general unwillingness of Tennessee communities to plan for growth effectively. Individually, identification of certain areas as suitable for Urban Growth Boundaries appears to have much less to do with planning for effective growth and protection of agricultural lands, and more with political expediency and with arbitrating differences between cities and counties regarding annexations. Fundamentally, PC 1101 has forced cities and counties to agree in the areas in which specific jurisdictions will control future development and annexation, and only suggests that sound land use decisions be a part of the decision making process. Still, PC 1101 can be viewed as a first step in managing growth or as a "work in progress" (Hawk, 2000). The existence of PC 1101 has stirred local government officials to at least think more about managing growth.

Many see PC 1101 not as effective growth management legislation, but simply as the legislature's attempt to clear up municipal annexation processes. It remains to be seen if PC 1101's tradeoff of political expediency regarding annexation issues and the potential for significantly increased rates of land consumption are worth the ultimate price of loss of valuable and sensitive agricultural, forest, and open space lands. Cumulatively, the ninety one (91) county plans suggest that Tennessee communities are not ready for sound land use management.

Public Chapter 1101 seems to have initially succeeded at improving the annexation statutes, which was the first goal of the law. Questions arise, however, as to whether the larger planning community is correct in calling Tennessee's PC 1101 "growth management". Municipalities cannot annex territory without setting a timeframe for the provision of all urban services, and reap no immediate benefit from sales tax

revenues of annexed businesses. The mandatory requirements of PC 1101 (a map illustrating all Urban Growth Boundaries, Planned Growth Areas, and Rural Areas) are so limited that communities are not actually required to "plan". While the law mandates that community land use decisions are to be consistent with the growth plan, there is no mechanism other than the courts for enforcement.

Effective growth management would seem to have a general goal of encouraging more efficient use of land, preserving agricultural lands at the periphery, and encouraging denser, urban type developments. Analysis of each county growth plan indicates that on average, significantly more land has been identified than is necessary to accommodate the anticipated twenty (20) year population growth at current densities. Thus, Public Chapter 1101, as a growth management tool with a goal of reducing urban sprawl, fails.

Public Chapter 1101 evolved through an attempt by the State legislature to deal with annexation issues. Regardless of the size of the municipally designated Urban Growth Boundary, municipalities must meet new, strict requirements for any annexation of non-municipal property to stand up to a challenge in court. With annexation issues at its core, Public Chapter 1101 is growth management in terms of growth of municipal areas only, with little authority to force actual development into municipal areas. With, on average, little support from the State's municipalities and counties, whose combined growth boundaries could support millions of new residents at a relatively low density, Public Chapter 1101 has failed as growth management legislation.

Reviewed cumulatively, the amount of land set aside to accommodate growth state wide over the 20 year time frame mandated by the law is irrational. Looked at individually however, any number of municipal or county plans may have valid arguments that could very well be a justified. Few county growth plans on file with the LGPAC, however, include supporting documentation for growth boundary proposals. Future research in defense of the larger growth management principles seen by the larger planning community in 1101 could therefore focus not on the quantitative measures of adopted plans, but rather on the qualitative nature of individual plans.

Public Chapter 1101 was born out of the need to reduce annexation disputes, but took on a much heavier weight when the larger planning community praised Tennessee for their 'bold' steps into growth management. The larger national planning community cannot safely say, however, that today, Public Chapter 1101 is an effective, major step in growth management and a proactive tool useful in curbing sprawl.

If the rate of consumption of rural land throughout Tennessee continues, Tennessee cities and counties may yet use the law to preserve what rural land is left. One can only hope that Tennessee's communities will eventually embrace the principles of growth management for which they have already been given credit.

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Appendices

Appendix A

County Urban Growth Boundary Maps

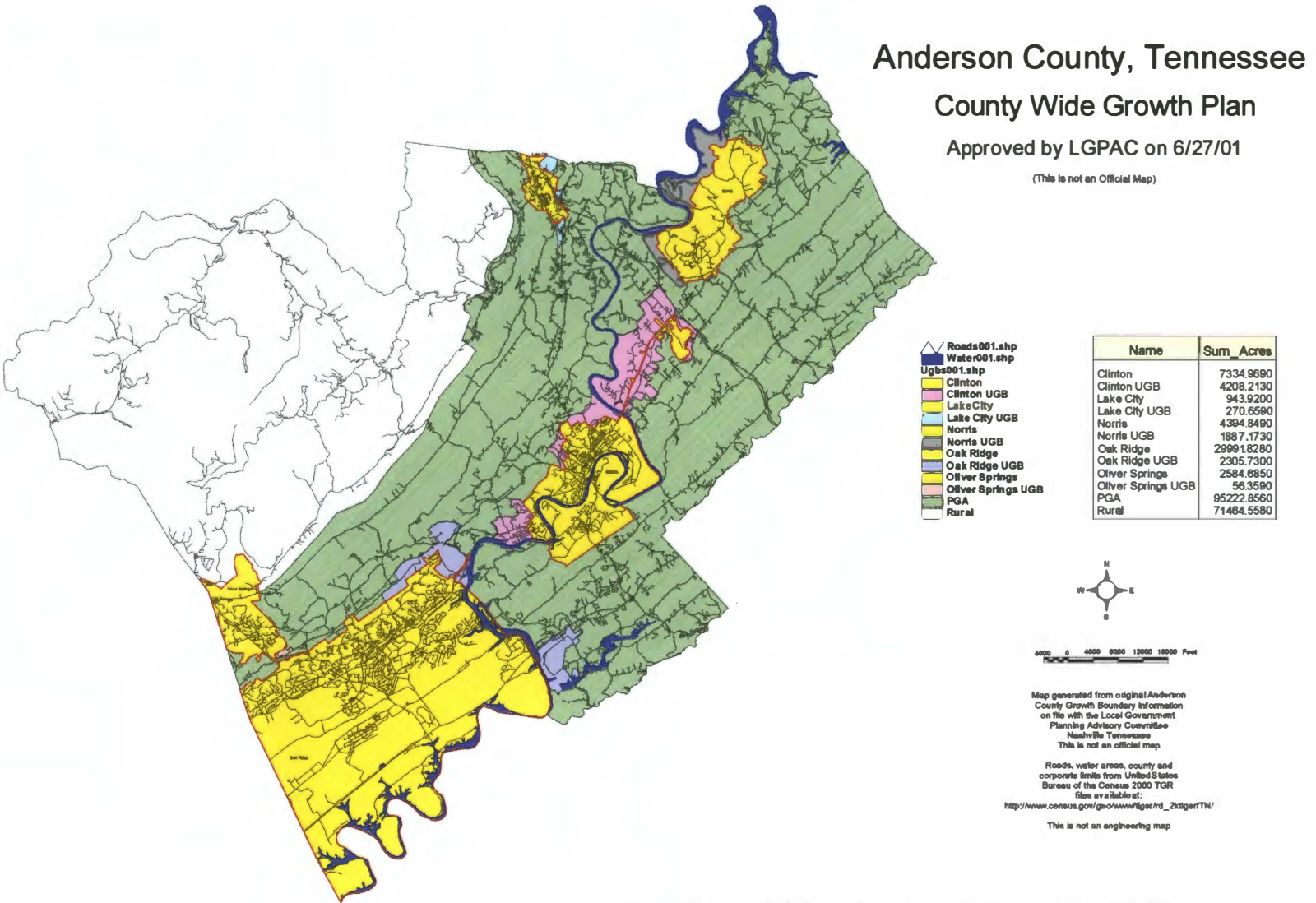


Figure 4. Map of Anderson County Growth Plan

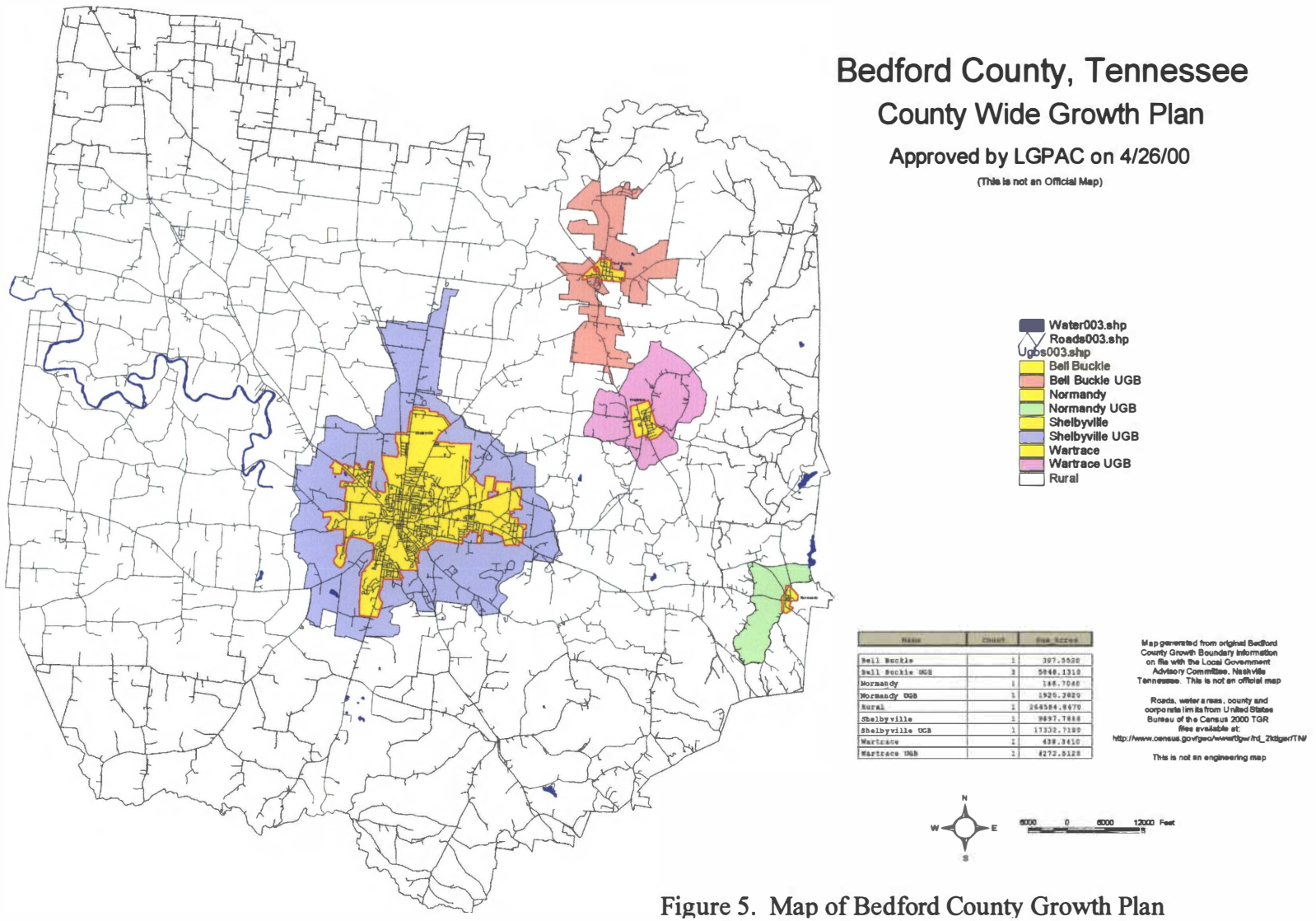


Figure 5. Map of Bedford County Growth Plan

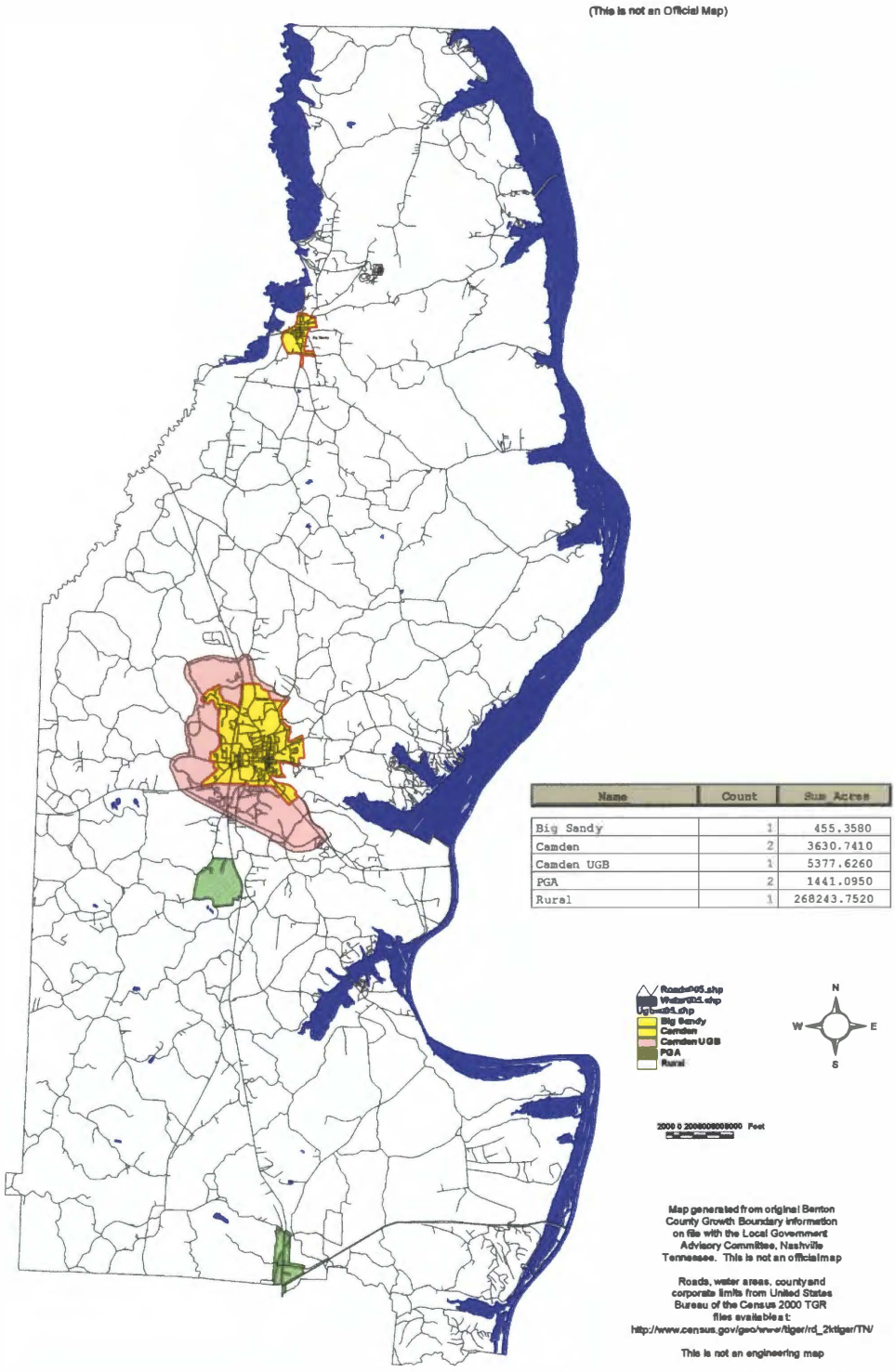


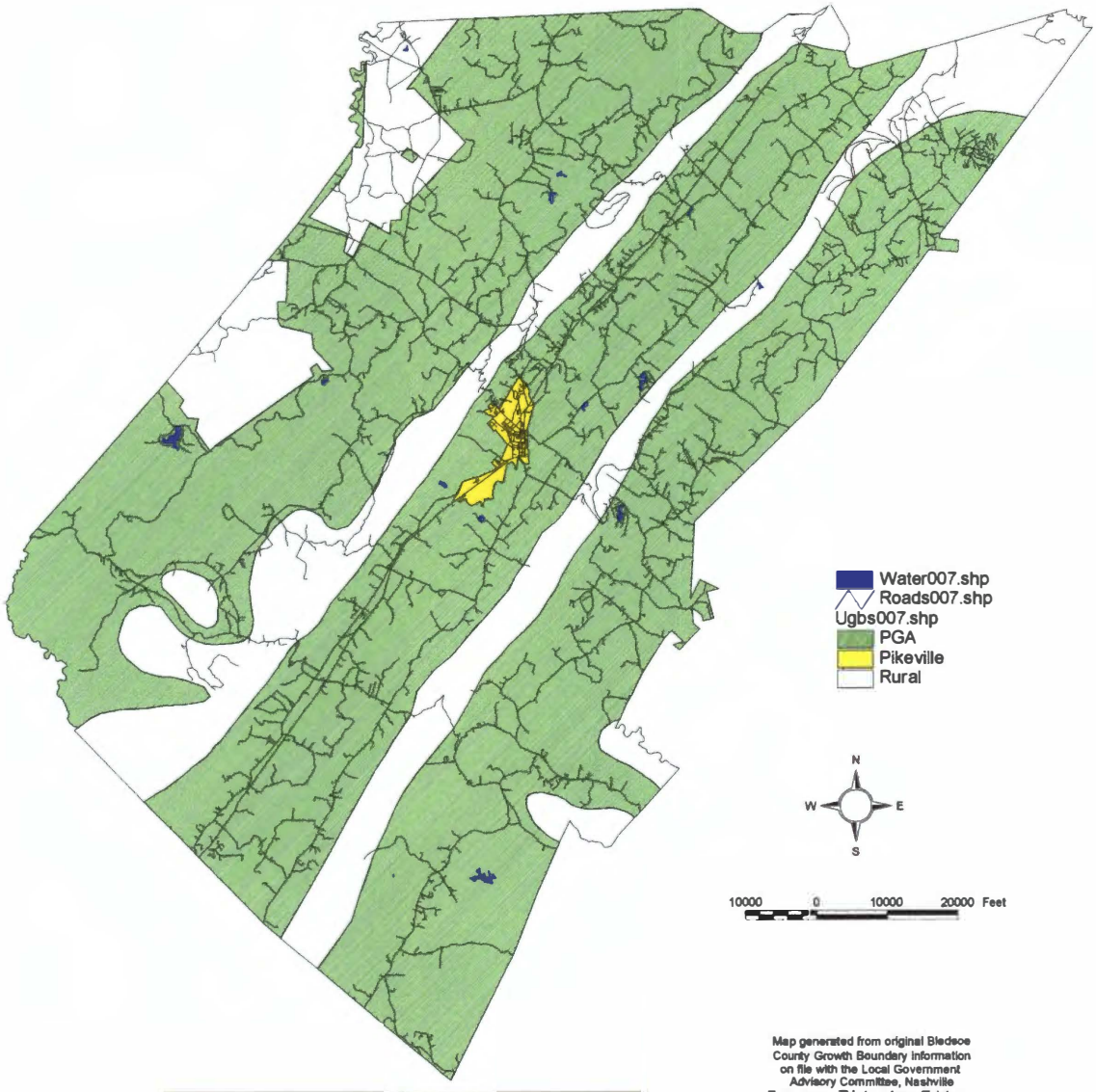
Figure 6. Map of Benton County Growth Plan

Bledsoe County, Tennessee

County Wide Growth Plan

Approved by LGPAC on 1/26/00

(This is not an Official Map)



Map generated from original Bledsoe County Growth Boundary information on file with the Local Government Advisory Committee, Nashville Tennessee. This is not an official map

Roads, water areas, county and corporate limits from United States Bureau of the Census 2000 TGR files available at: http://www.census.gov/geo/www/tiger/rd_2ktiger/TN/

This is not an engineering map

Name	Count	Sum_Acres
PGA	5	195699.8150
Pikeville	1	1551.7690
Rural	7	63022.9950

Figure 7. Map of Bledsoe County Growth Plan

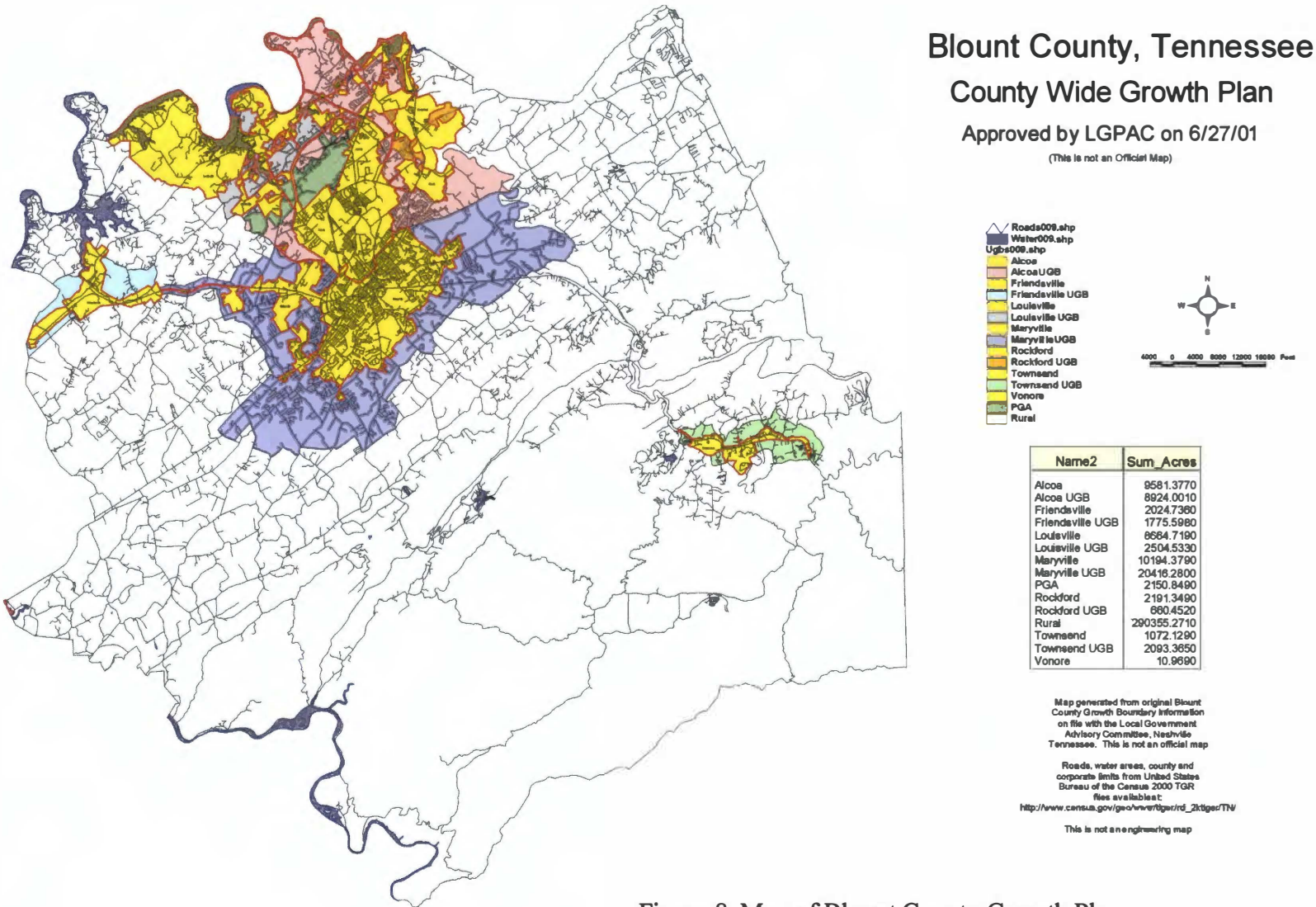
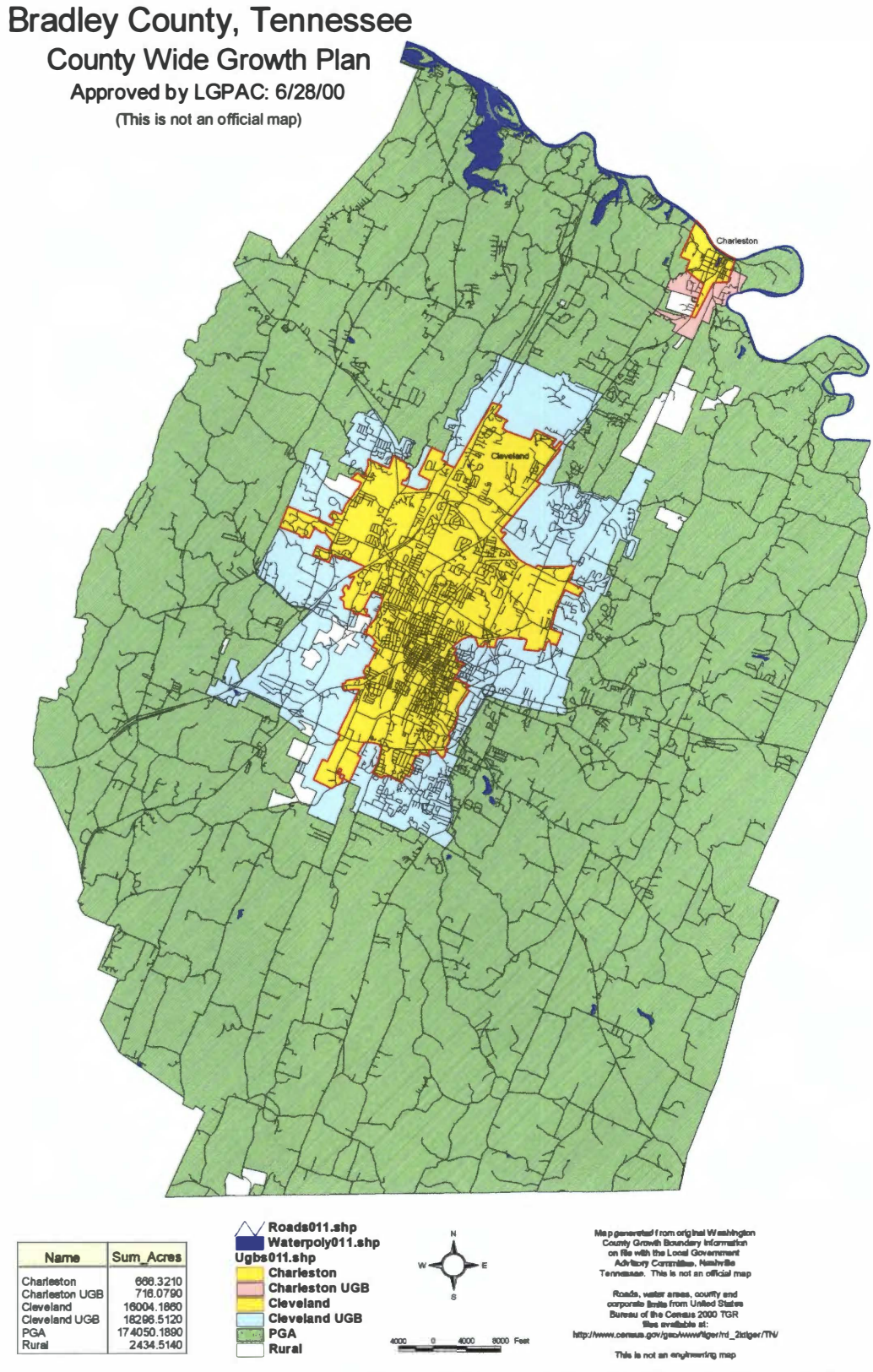


Figure 8. Map of Blount County Growth Plan



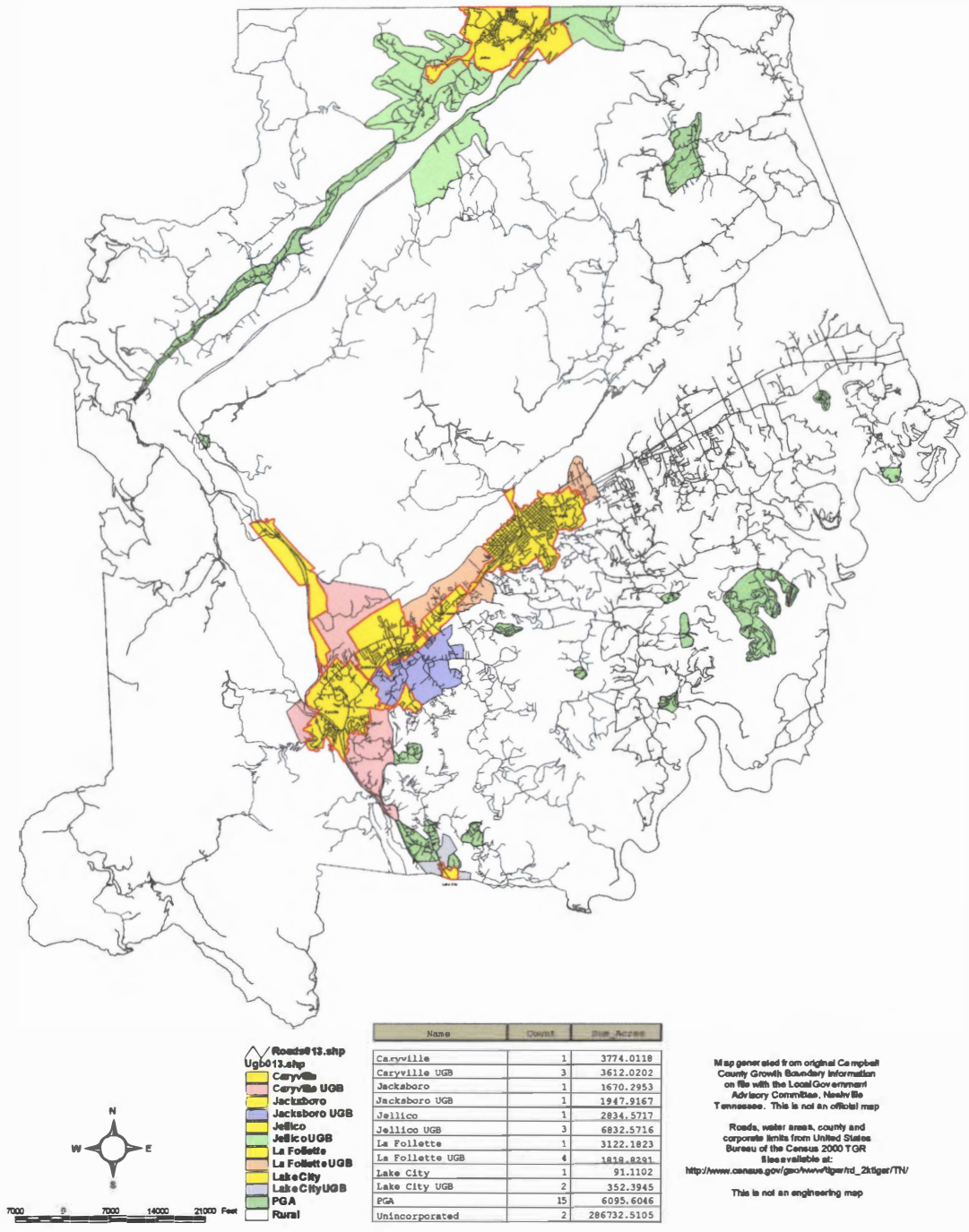
Name	Sum_Acres
Charleston	666.3210
Charleston UGB	716.0790
Cleveland	16004.1860
Cleveland UGB	18296.5120
PGA	174050.1890
Rural	2434.5140

Figure 9. Map of Bradley County Growth Plan

Campbell County, Tennessee

County Wide Growth Plan

Reviewed and Approved by LGPAC: 1/24/01



Name	Count	Sum_Acres
Caryville	1	3774.0118
Caryville UGB	3	3612.0202
Jacksboro	1	1670.2953
Jacksboro UGB	1	1947.9167
Jellico	1	2834.5717
Jellico UGB	3	6832.5716
La Follette	1	3122.1823
La Follette UGB	4	1818.8291
Lake City	1	91.1102
Lake City UGB	2	352.3945
PGA	15	6095.6046
Unincorporated	2	286732.5105

Map generated from original Campbell County Growth Boundary information on file with the Local Government Advisory Committee, Nashville Tennessee. This is not an official map

Roads, water areas, county and corporate limits from United States Bureau of the Census 2000 TGR files available at: http://www.census.gov/geo/www/tiger/td_2k/tiger/TN/

This is not an engineering map

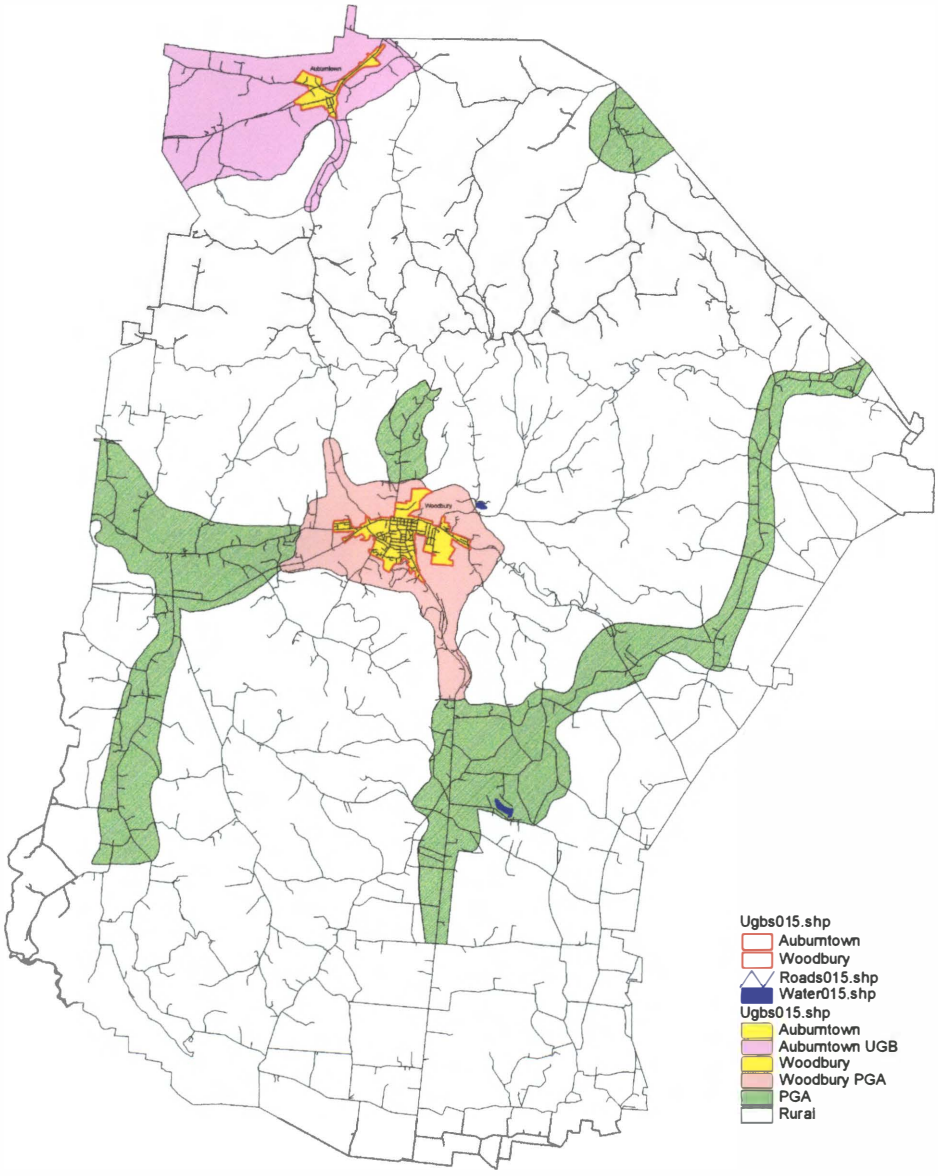
Figure 10. Map of Campbell County Growth Plan

Cannon County, Tennessee

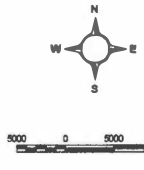
County Wide Growth Plan

Approved by LGPAC on 4/26/00

(This is not an Official Map)



Name	Count	Sum_Acres
Auburntown	1	361.7600
Auburntown UGB	1	5901.7520
PGA	4	18111.7850
Rural	2	140082.2440
Woodbury	1	1105.1300
Woodbury PGA	1	4472.8800



Map generated from original Cannon County Growth Boundary information on file with the Local Government Advisory Committee, Nashville Tennessee. This is not an official map

Roads, water areas, county and corporate limits from United States Bureau of the Census 2000 TGR files available at: http://www.census.gov/geo/www/tiger/rd_2k/tiger/TN/

This is not an engineering map

Figure 11. Map of Cannon County Growth Plan

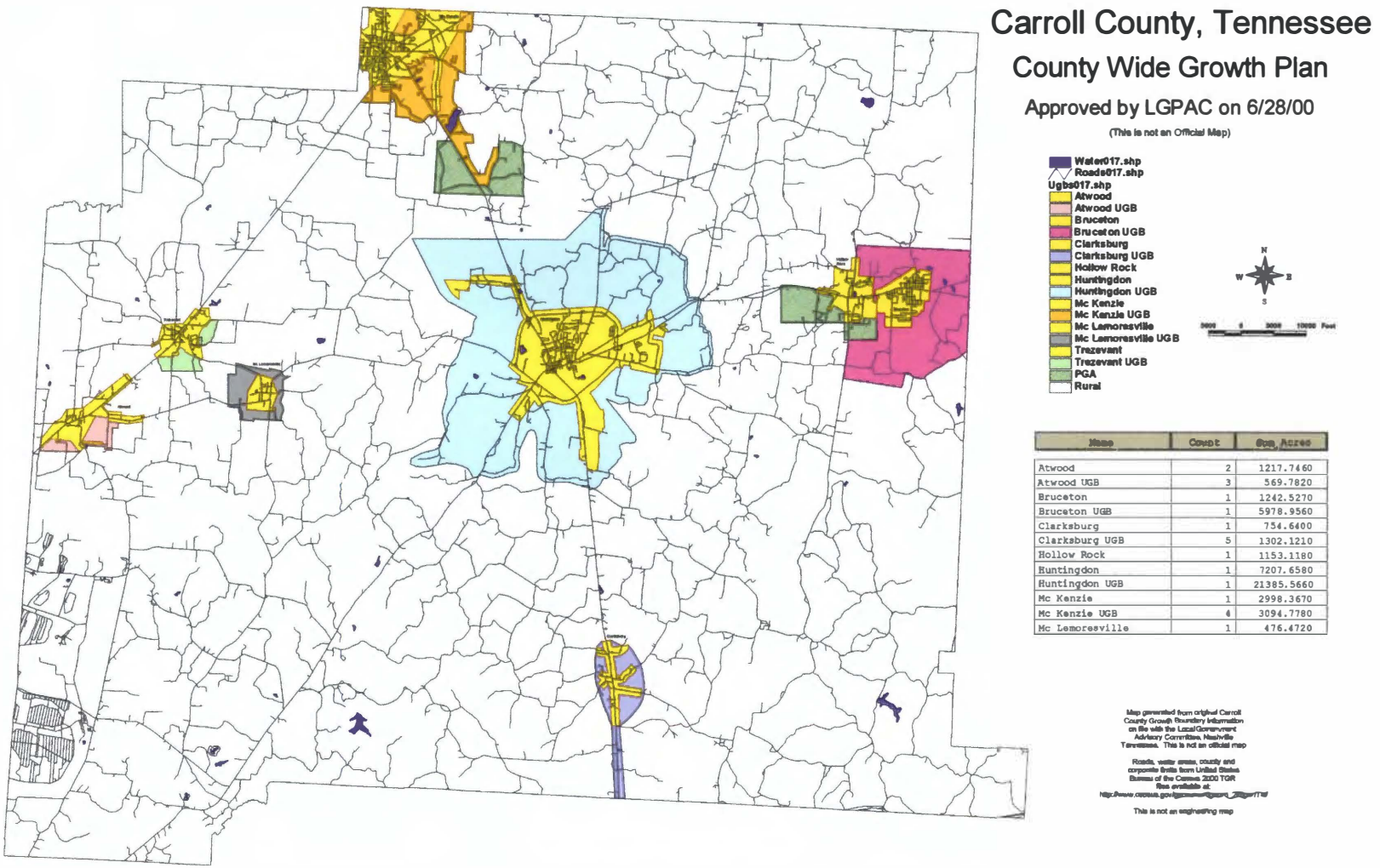
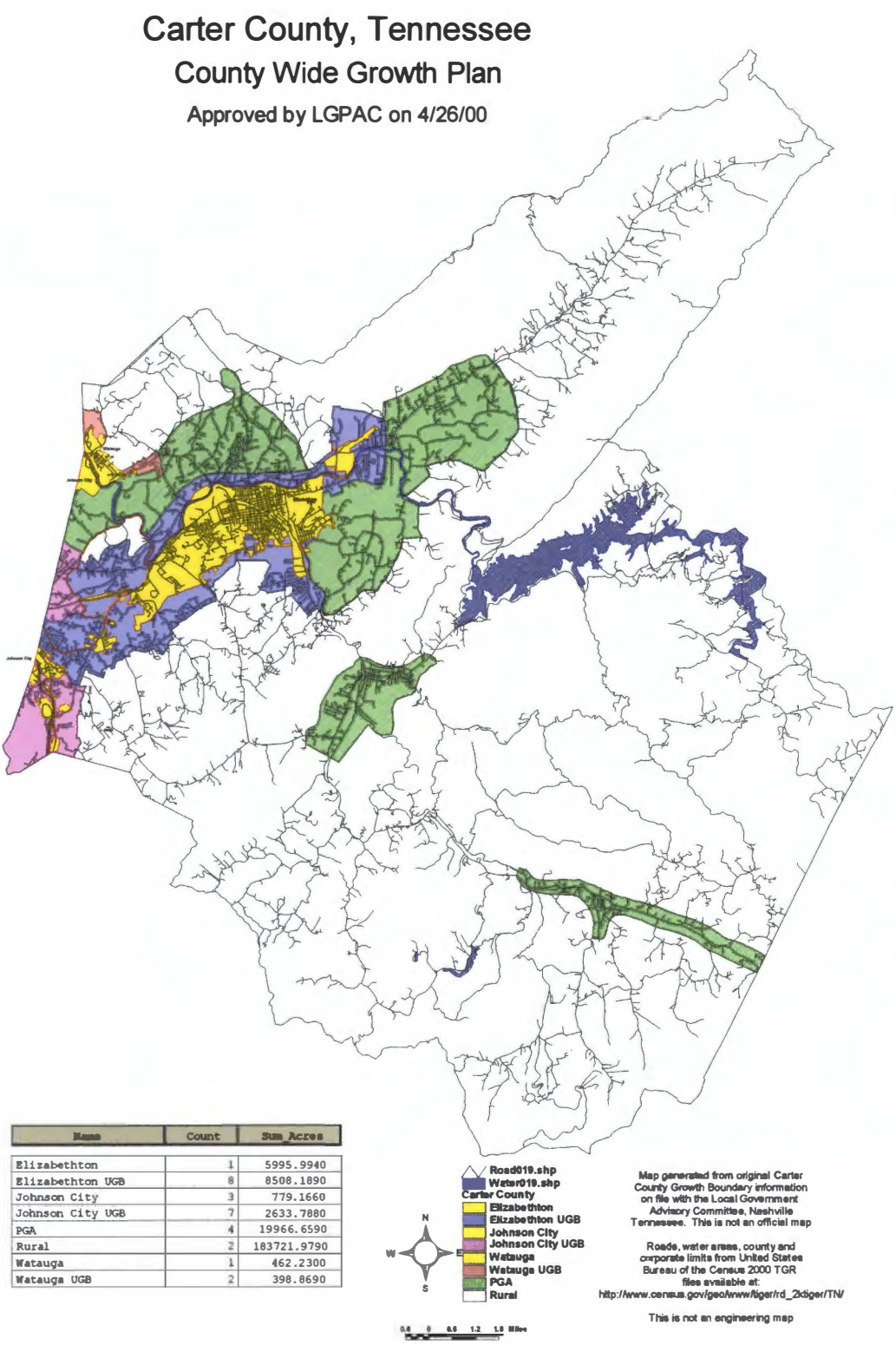


Figure 12. Map of Carroll County Growth Plan



Name	Count	Sum_Acres
Elizabethton	1	5995.9940
Elizabethton UGB	8	8508.1890
Johnson City	3	779.1660
Johnson City UGB	7	2633.7880
PGA	4	19966.6590
Rural	2	183721.9790
Watauga	1	462.2300
Watauga UGB	2	398.8690

Figure 13. Map of Carter County Growth Plan

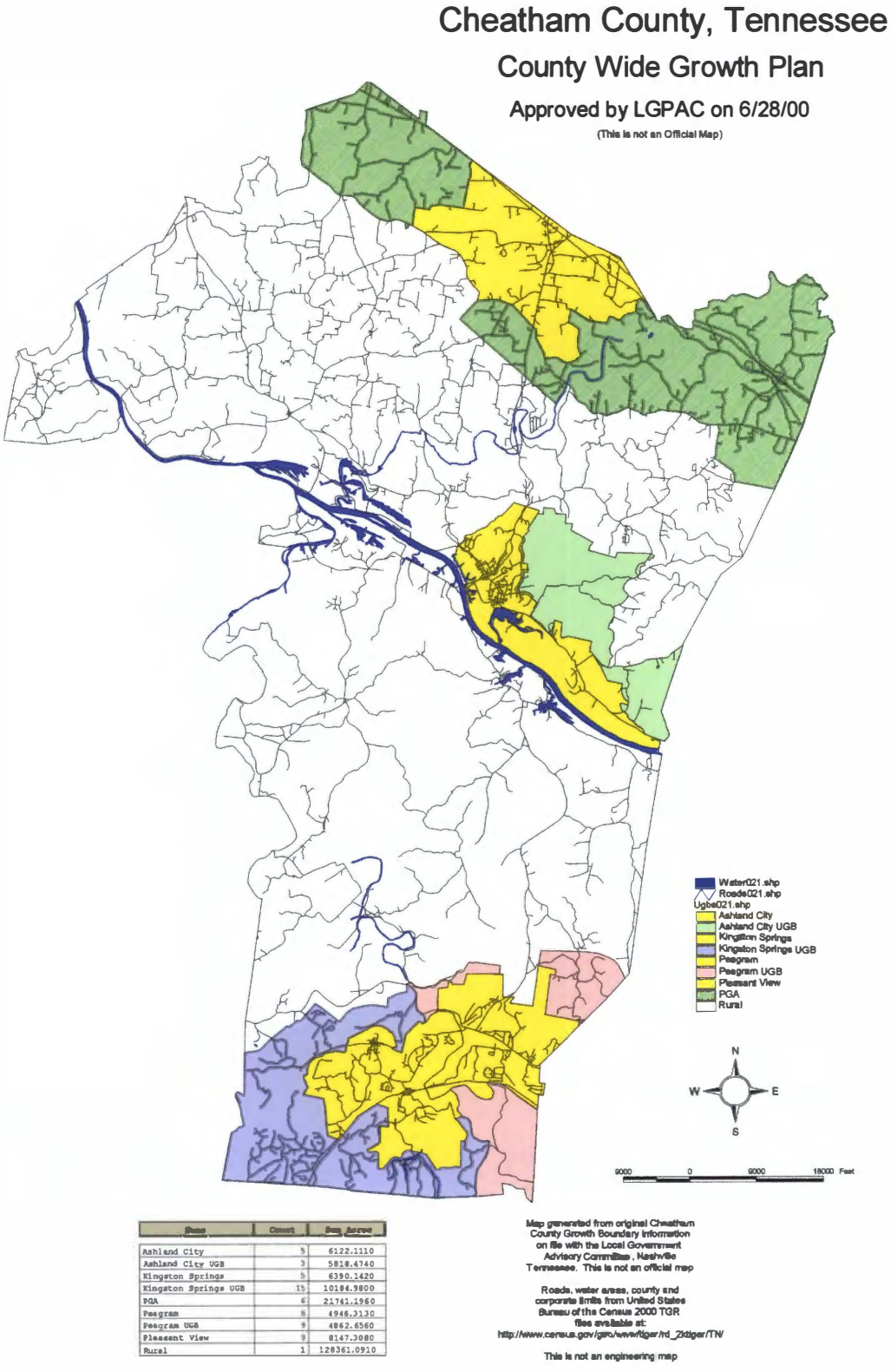
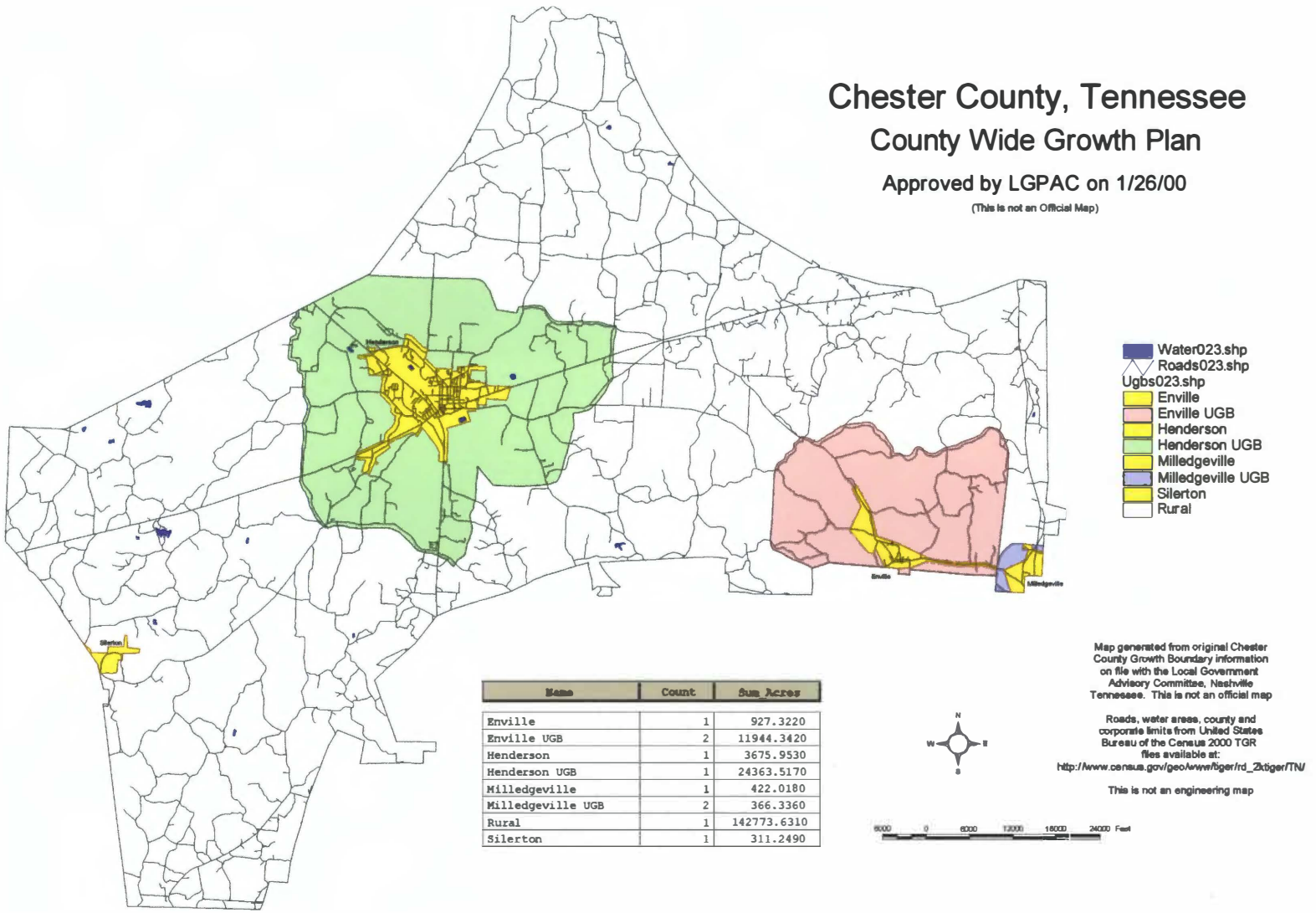
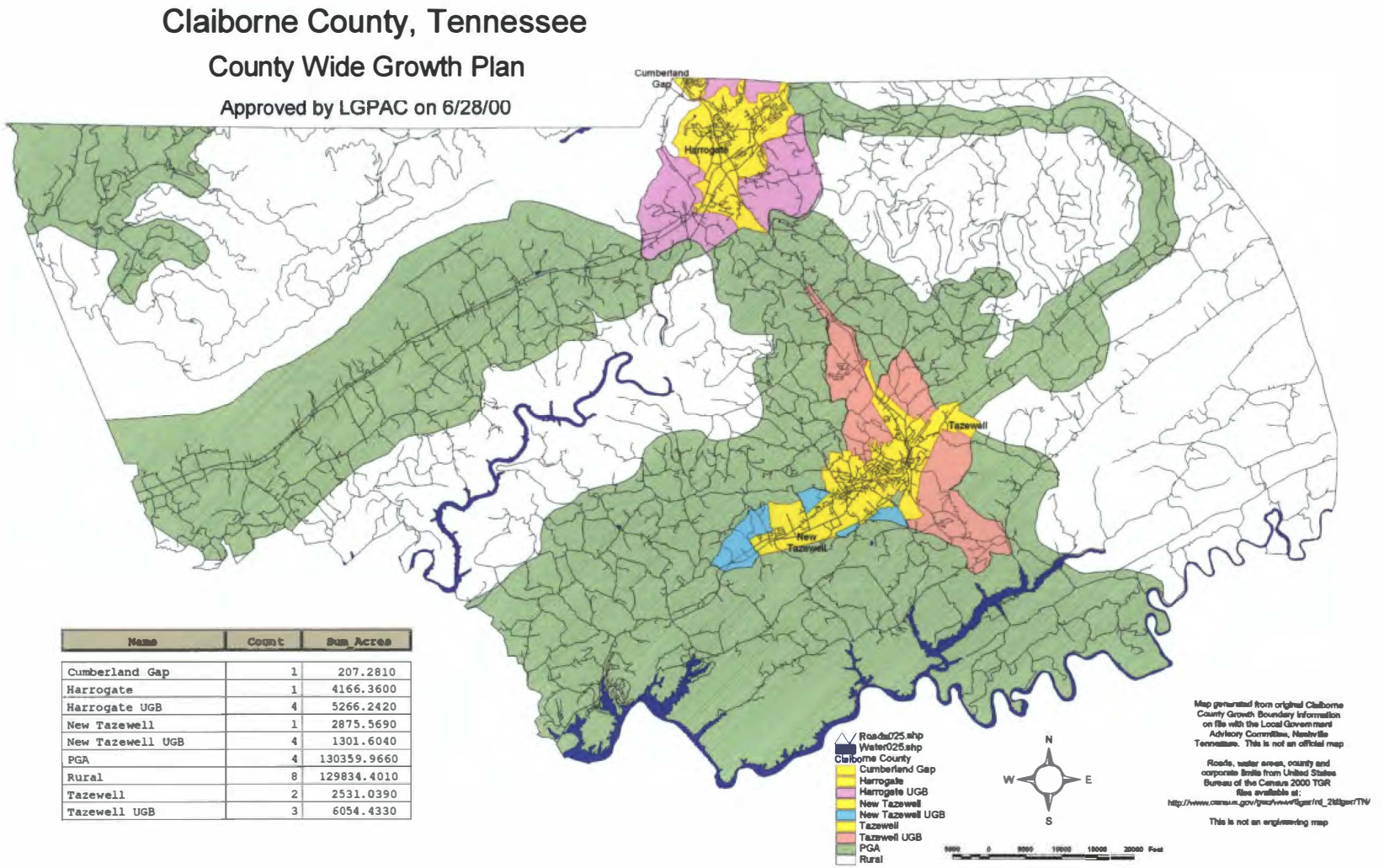


Figure 14. Map of Cheatham County Growth Plan



Name	Count	Sum_Acres
Enville	1	927.3220
Enville UGB	2	11944.3420
Henderson	1	3675.9530
Henderson UGB	1	24363.5170
Milledgeville	1	422.0180
Milledgeville UGB	2	366.3360
Rural	1	142773.6310
Silerton	1	311.2490

Figure 15. Map of Chester County Growth Plan



Name	Count	Sum_Acres
Cumberland Gap	1	207.2810
Harrogate	1	4166.3600
Harrogate UGB	4	5266.2420
New Tazewell	1	2875.5690
New Tazewell UGB	4	1301.6040
PGA	4	130359.9660
Rural	8	129834.4010
Tazewell	2	2531.0390
Tazewell UGB	3	6054.4330

Figure 16. Map of Claiborne County Growth Plan

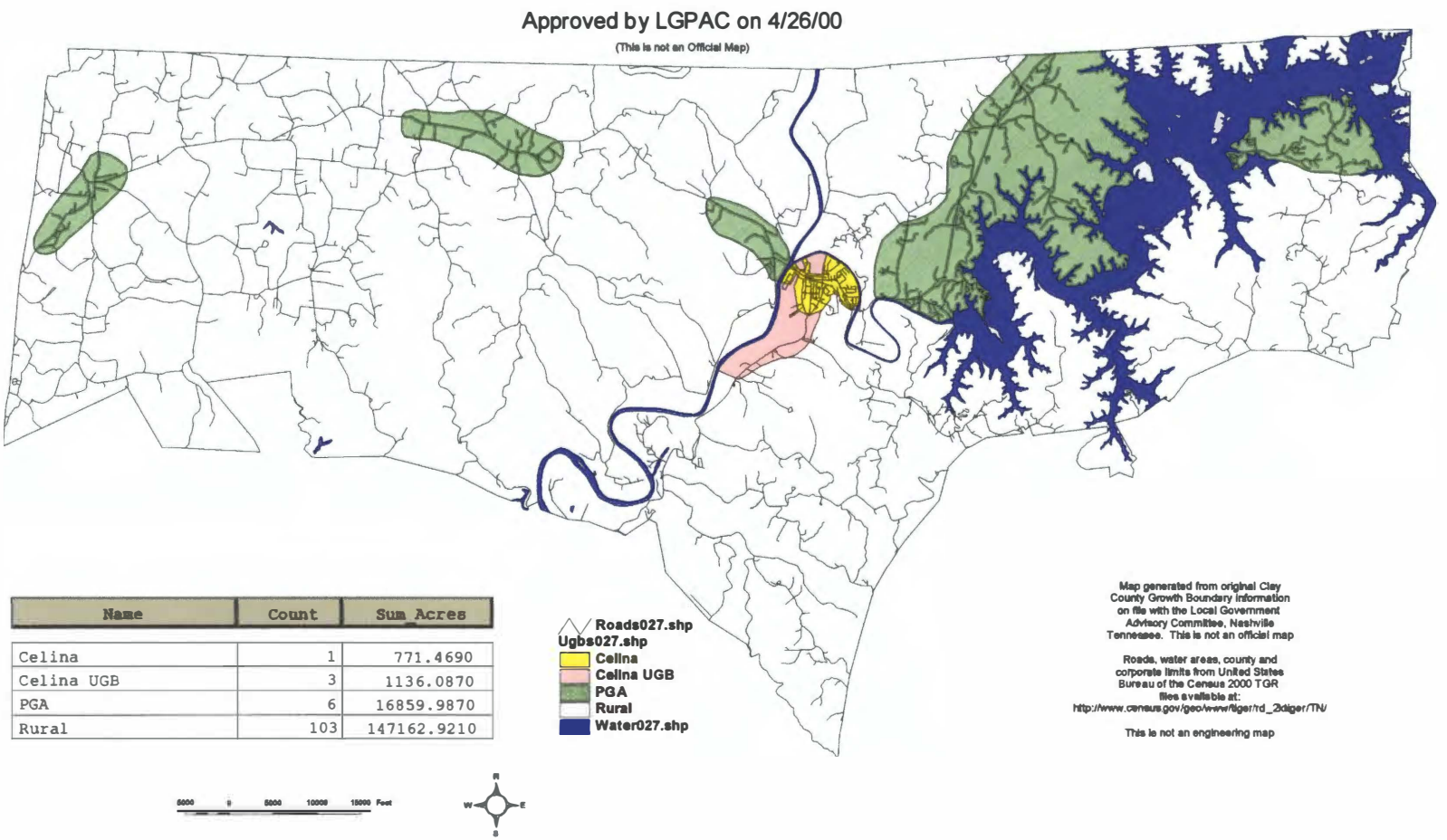


Figure 17. Map of Clay County Growth Plan

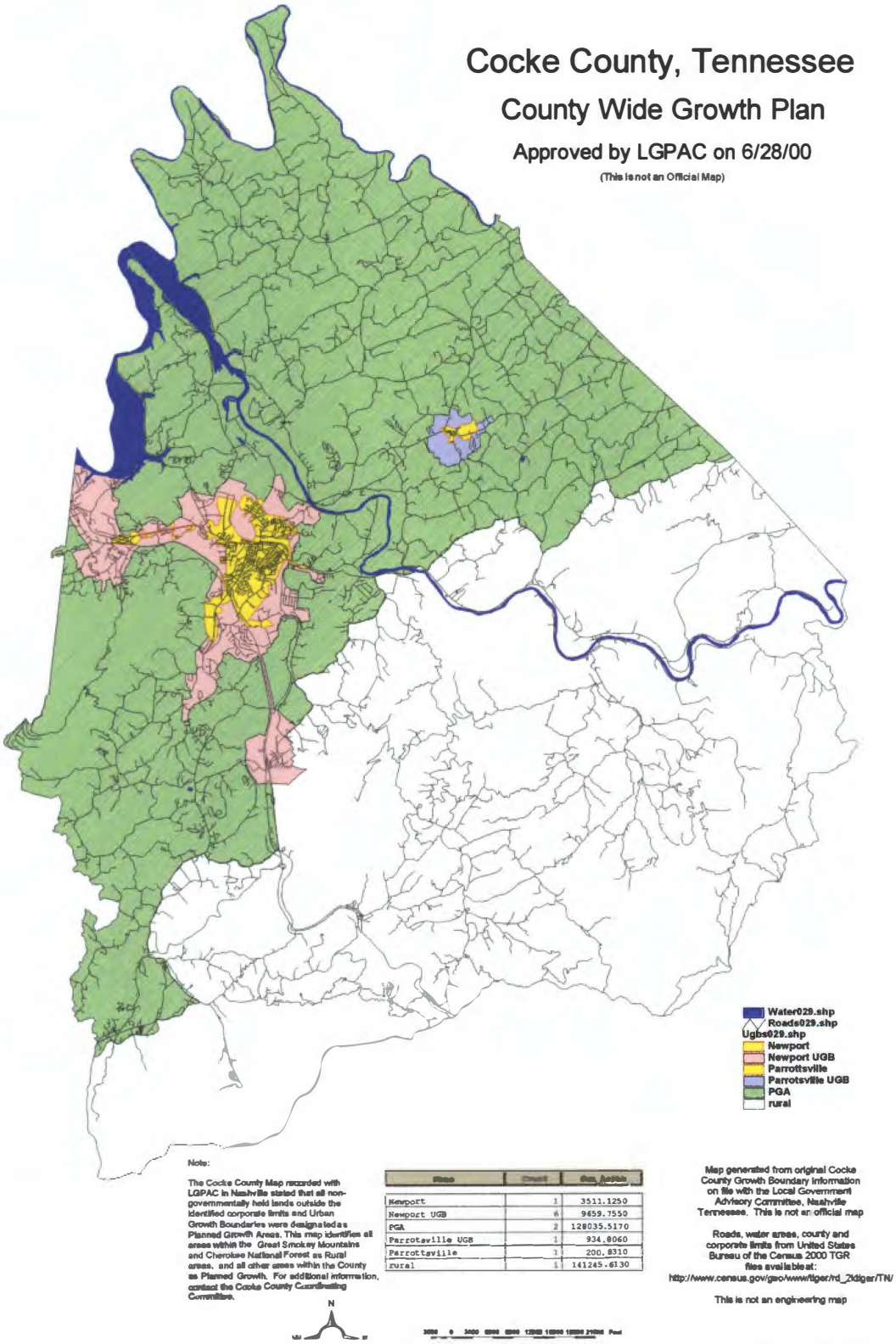
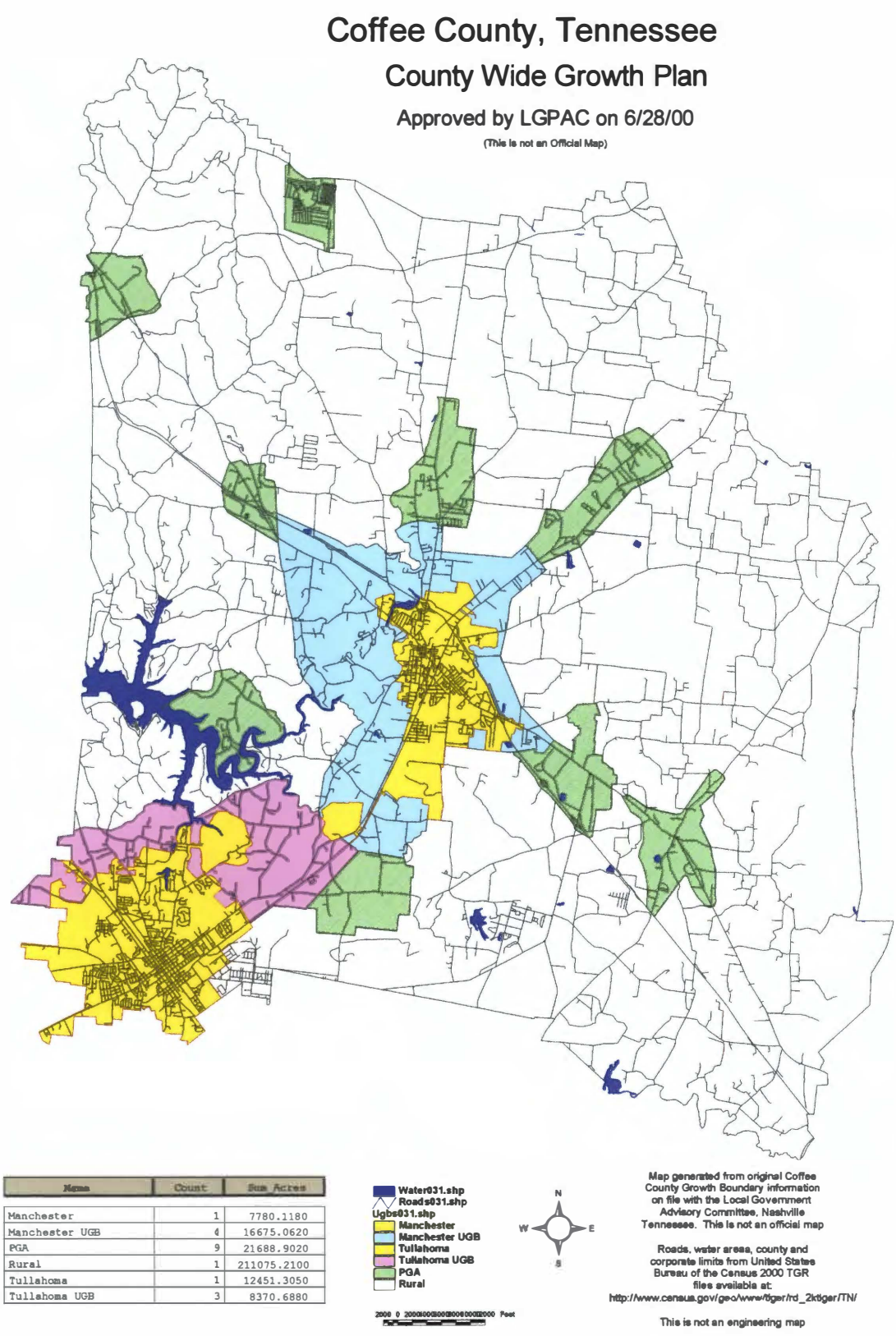


Figure 18. Map of Cocke County Growth Plan



Name	Count	Sum Acres
Manchester	1	7780.1180
Manchester UGB	4	16675.0620
PGA	9	21688.9020
Rural	1	211075.2100
Tullahoma	1	12451.3050
Tullahoma UGB	3	8370.6880

Figure 19. Map of Coffee County Growth Plan

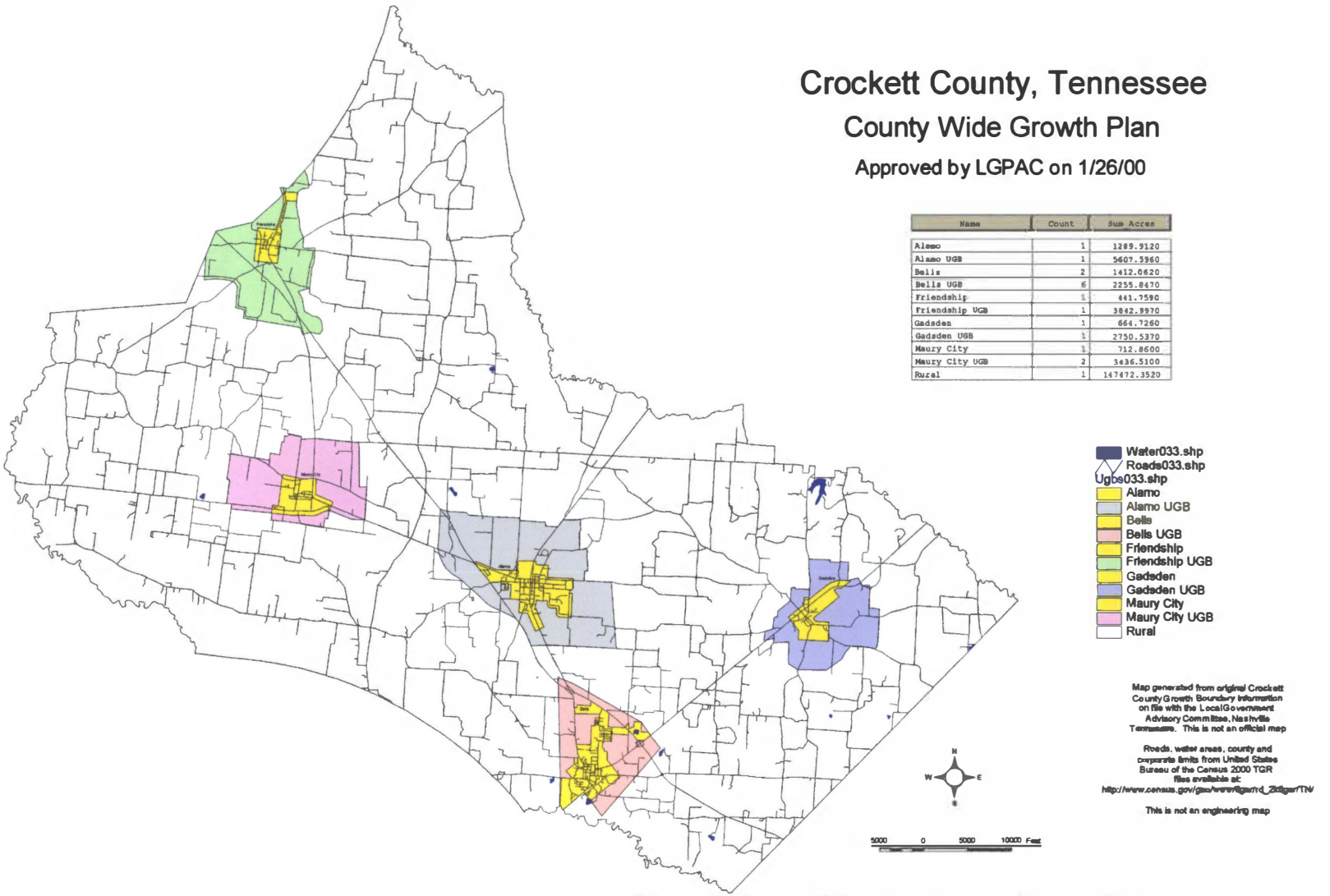


Figure 20. Map of Crockett County Growth Plan

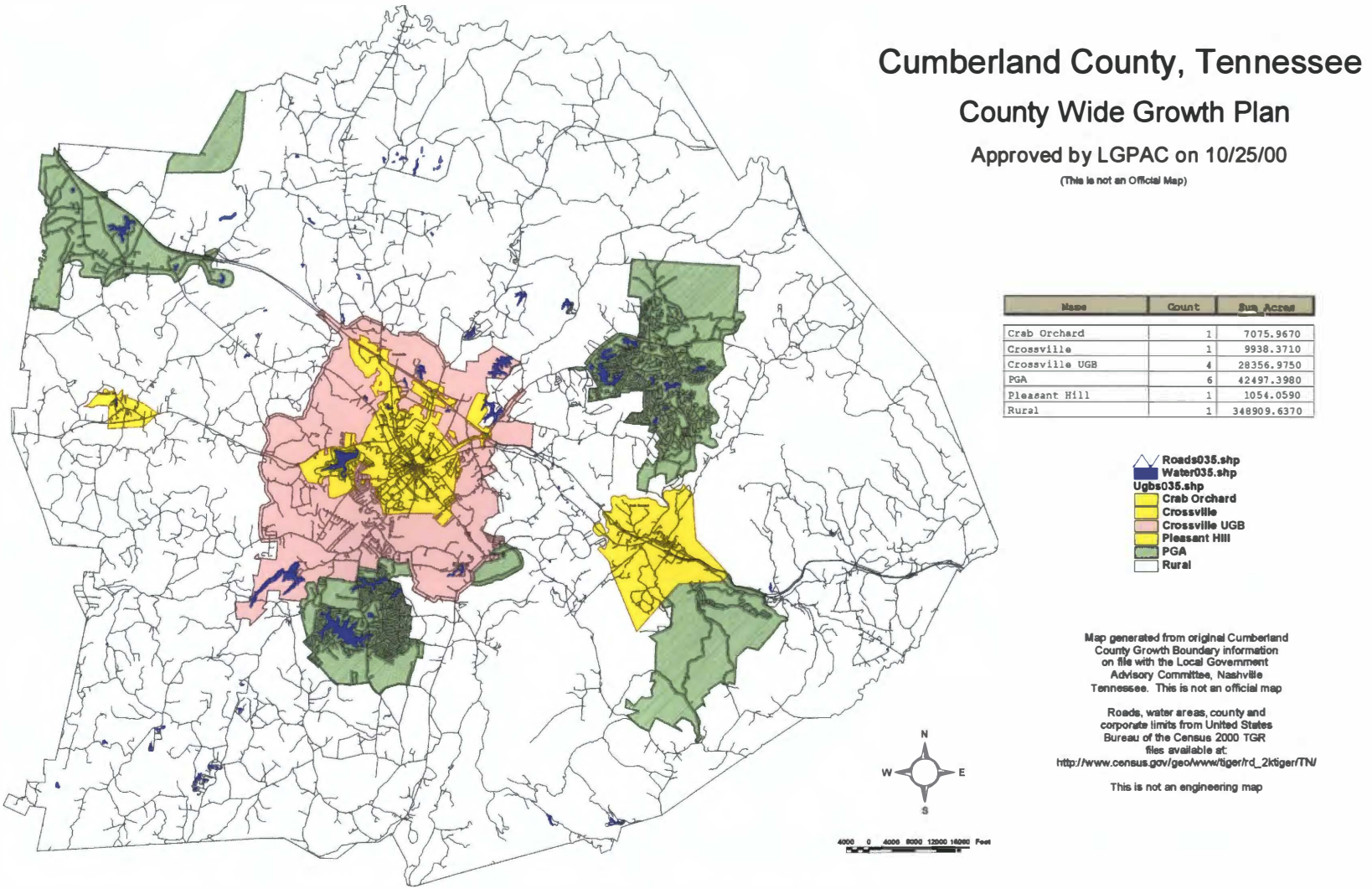


Figure 21. Map of Cumberland County Growth Plan

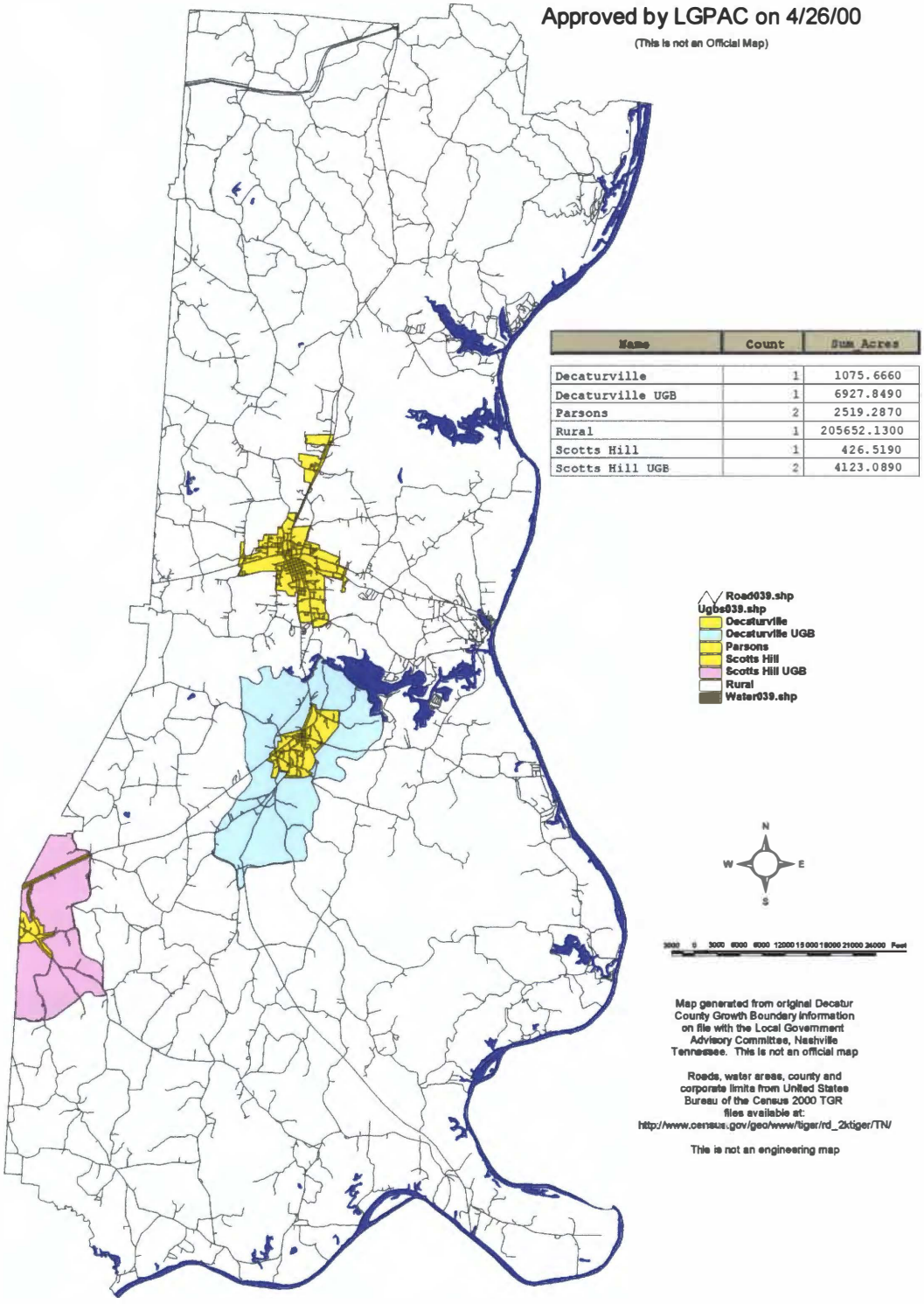
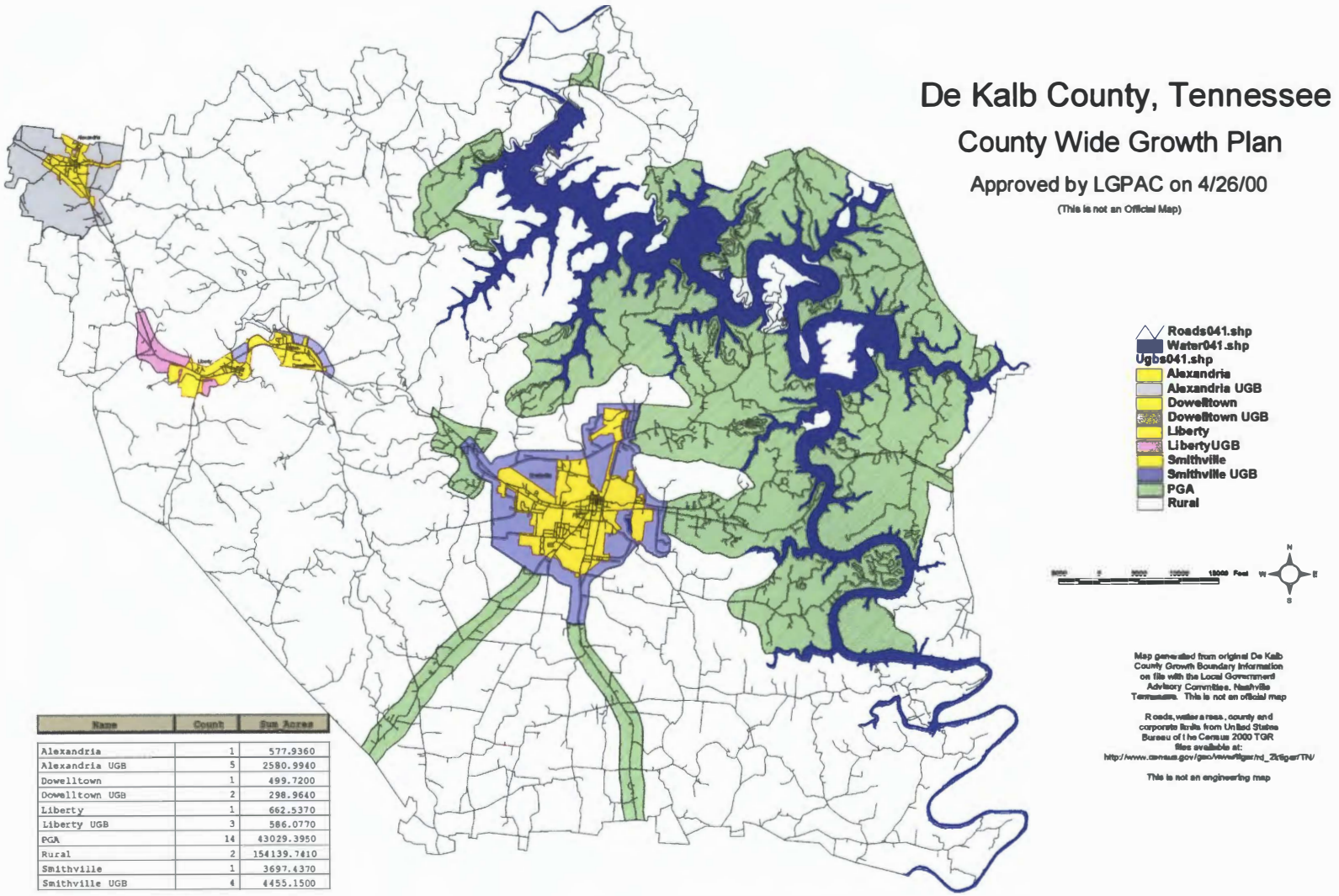
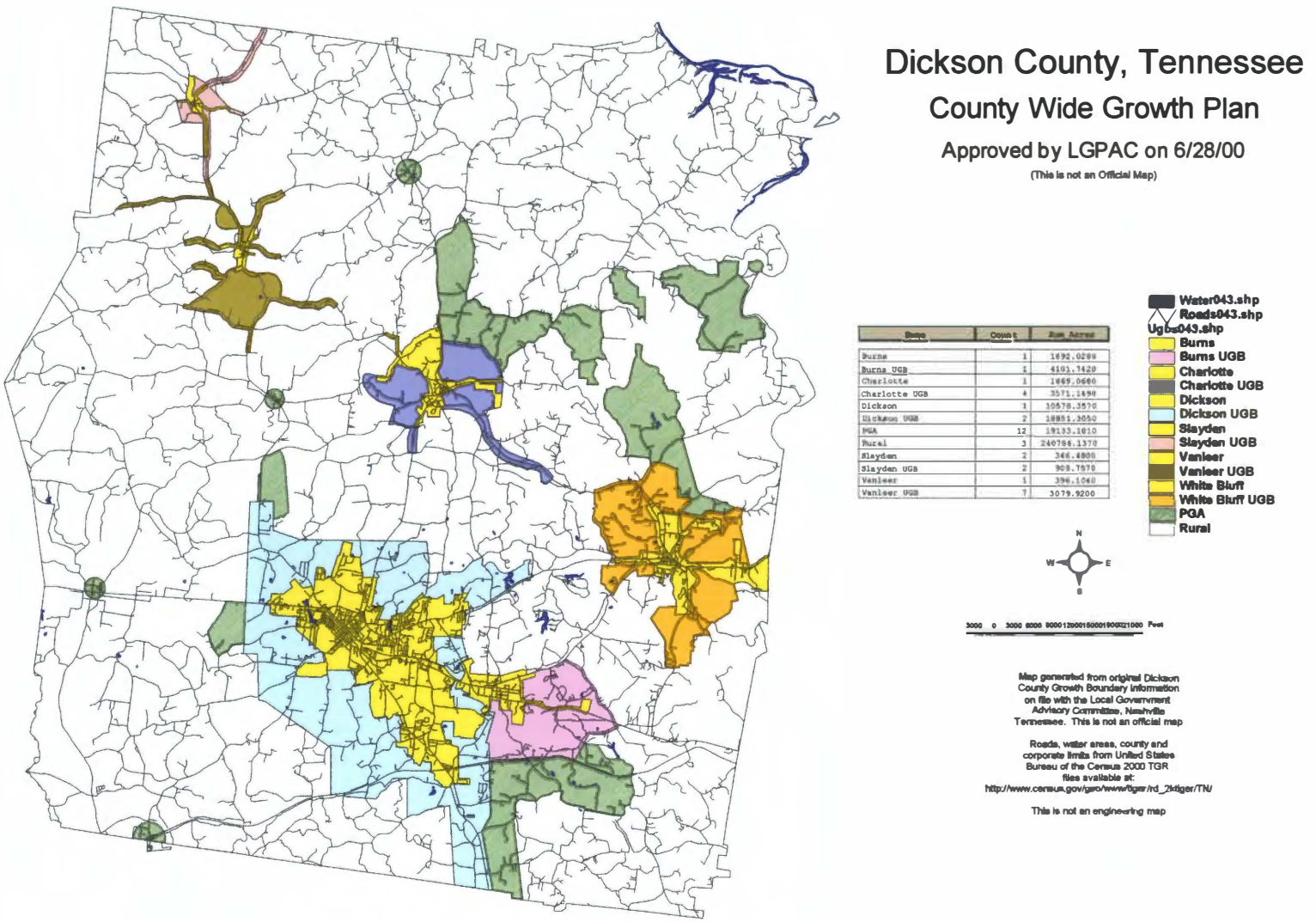


Figure 22. Map of Decatur County Growth Plan



Name	Count	Sum Acres
Alexandria	1	577.9360
Alexandria UGB	5	2580.9940
Dowelltown	1	499.7200
Dowelltown UGB	2	298.9640
Liberty	1	662.5370
Liberty UGB	3	586.0770
PGA	14	43029.3950
Rural	2	154139.7410
Smithville	1	3697.4370
Smithville UGB	4	4455.1500

Figure 23. Map of Dekalb County Growth Plan



Burns	Count	Sum Acres
Burns	1	1692.0289
Burns UGB	1	4101.7429
Charlotte	1	1869.0680
Charlotte UGB	4	3571.1490
Dickson	1	10578.3570
Dickson UGB	2	18851.3050
PGA	12	19133.1010
Rural	3	240796.1370
Slayden	2	346.4800
Slayden UGB	2	908.7970
Vanleer	1	396.1040
Vanleer UGB	7	3079.9200

Figure 24. Map of Dickson County Growth Plan

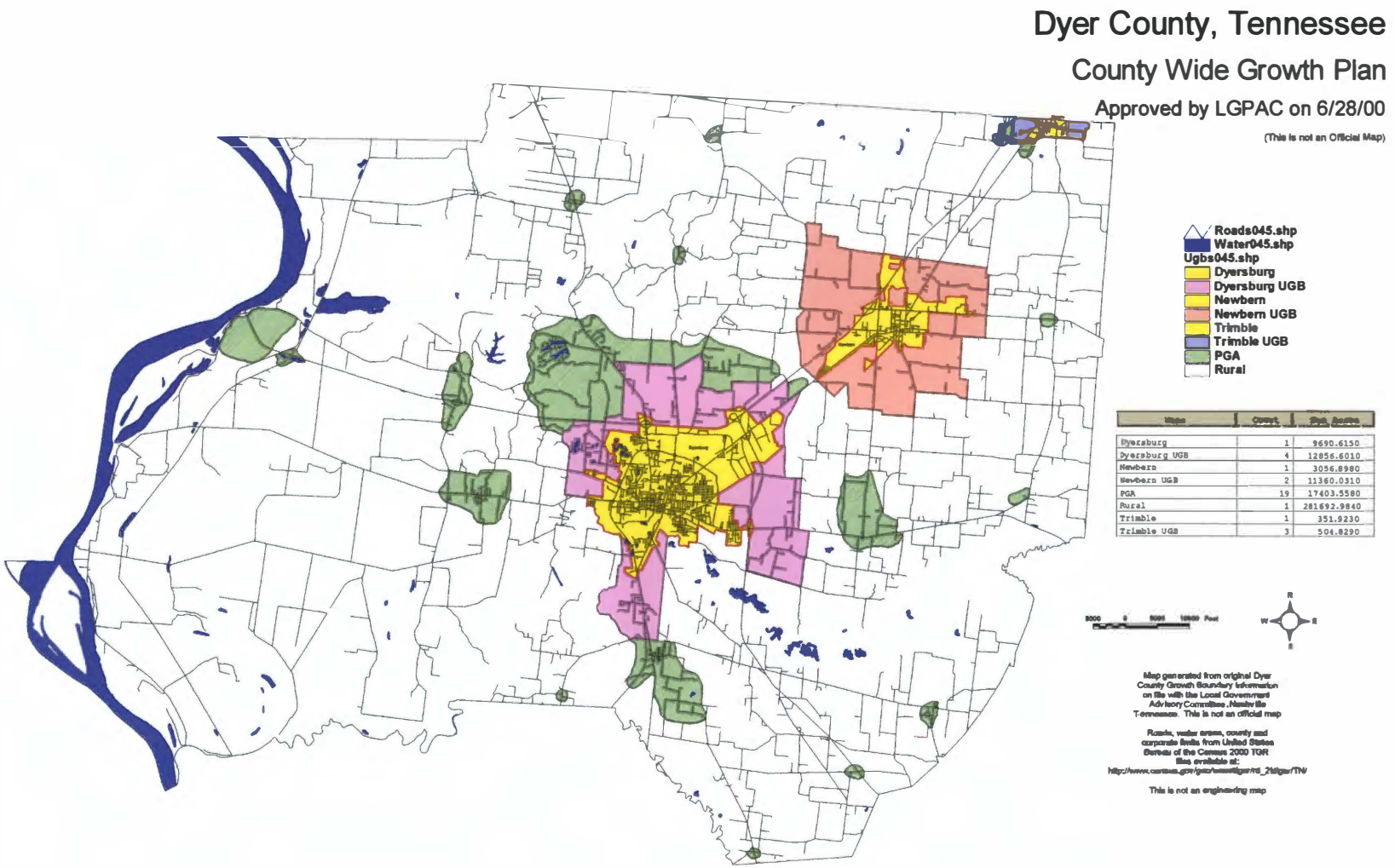
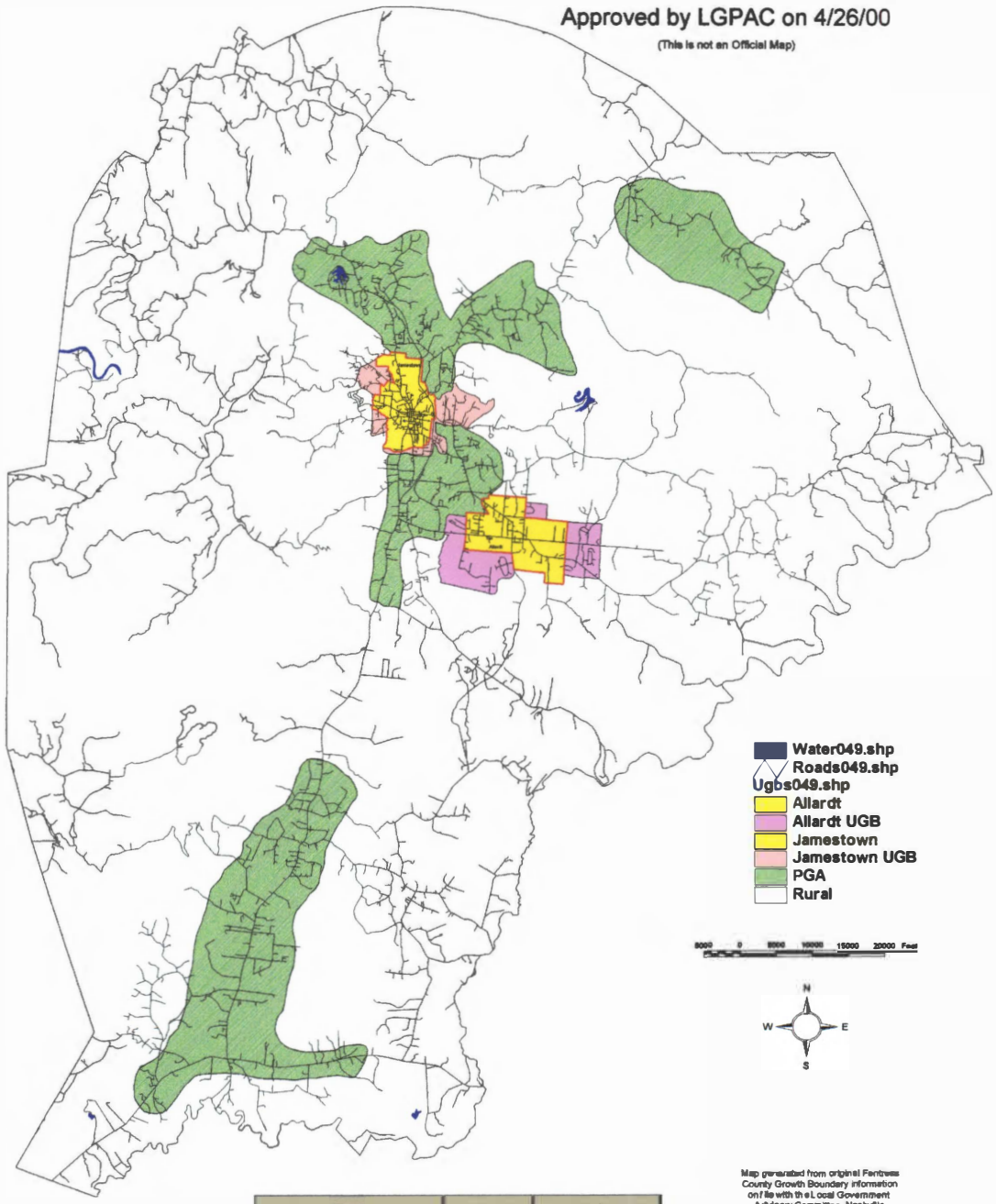


Figure 25. Map of Dyer County Growth Plan



Name	Count	Sum Acres
Allardt	2	2417.4450
Allardt UGB	3	2407.3680
Jamestown	1	1855.9540
Jamestown UGB	3	1431.9210
PGA	4	34113.0700
Rural	1	277114.8810

Figure 26. Map of Fentress County Growth Plan

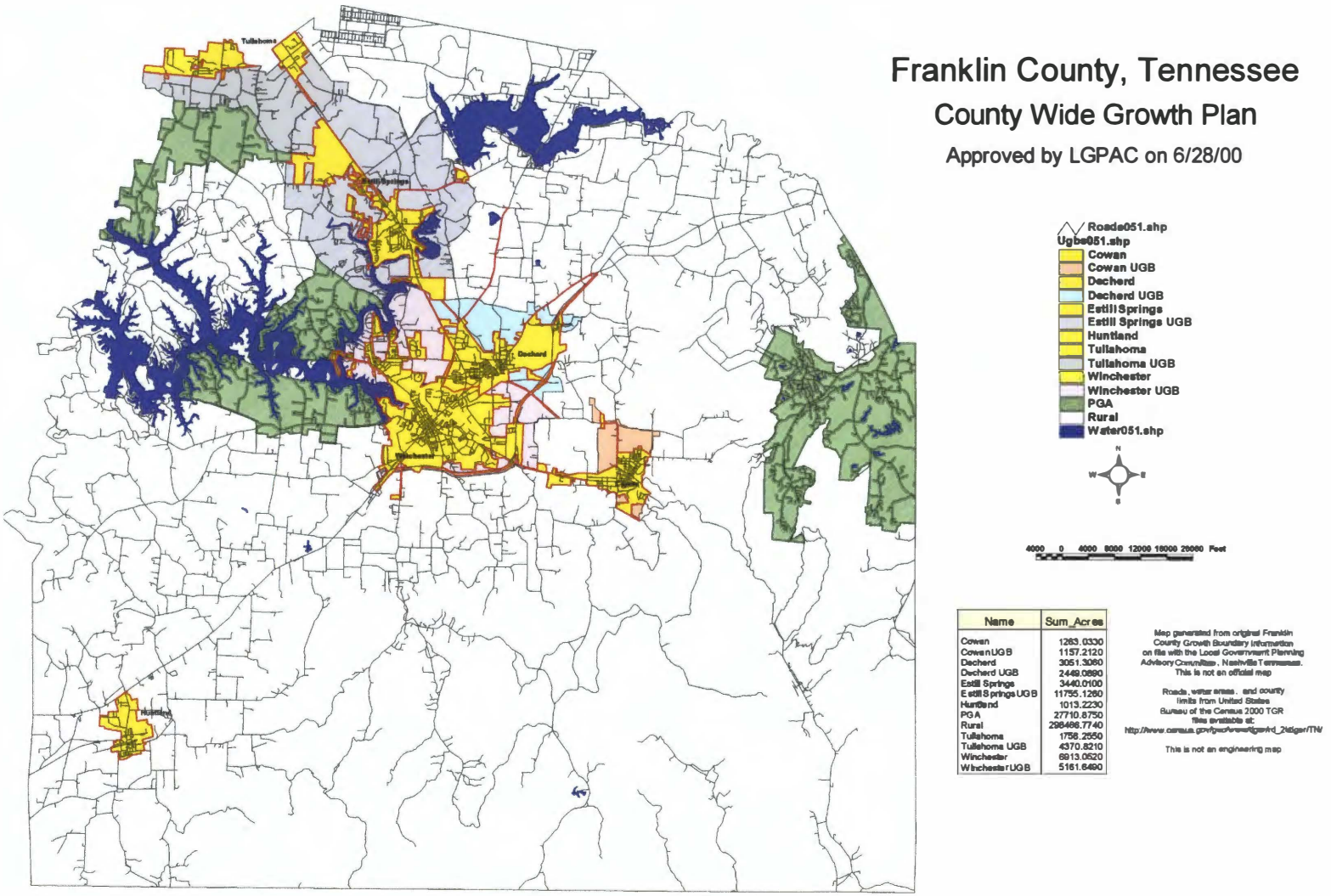


Figure 27. Map of Franklin County Growth Plan

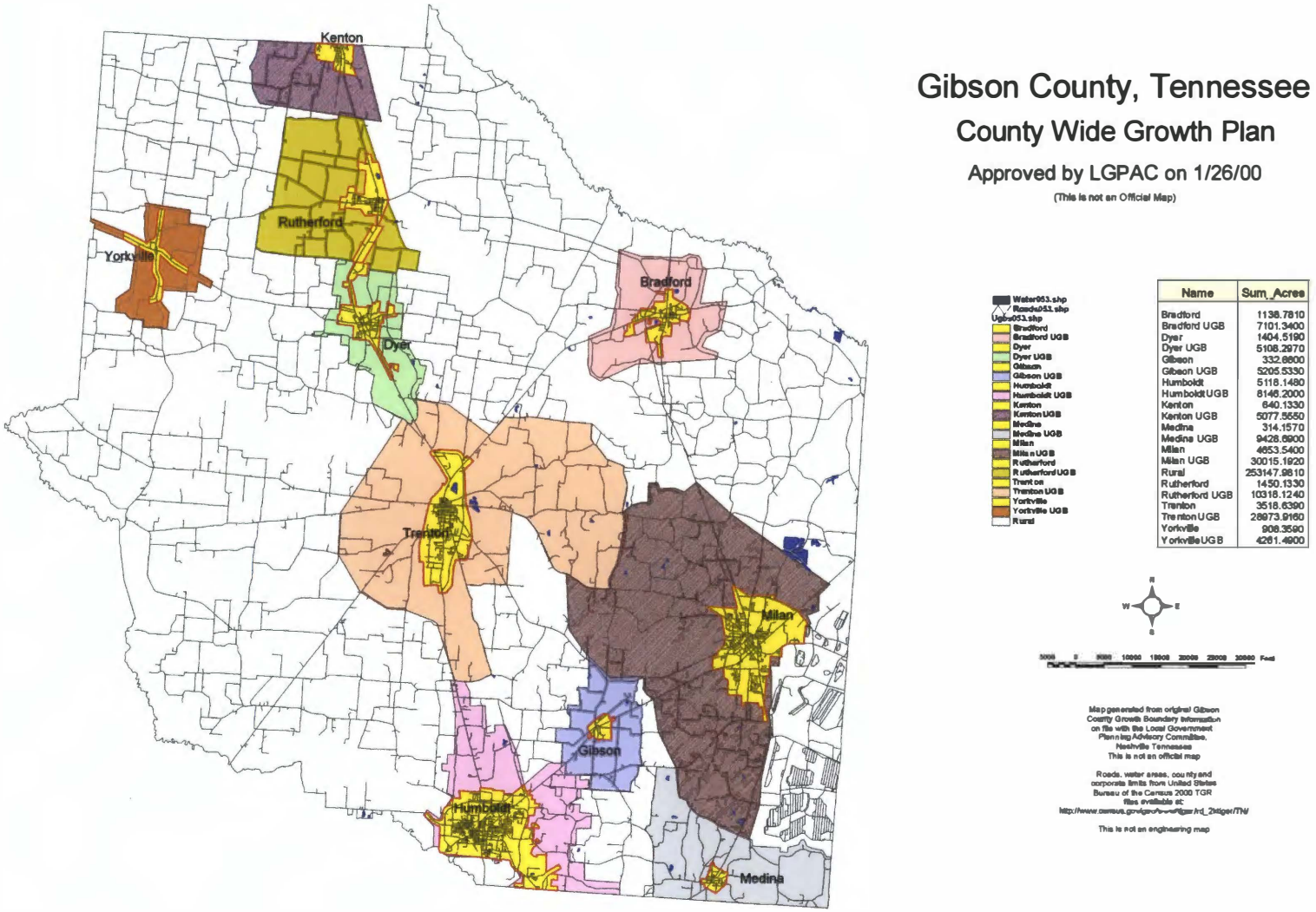
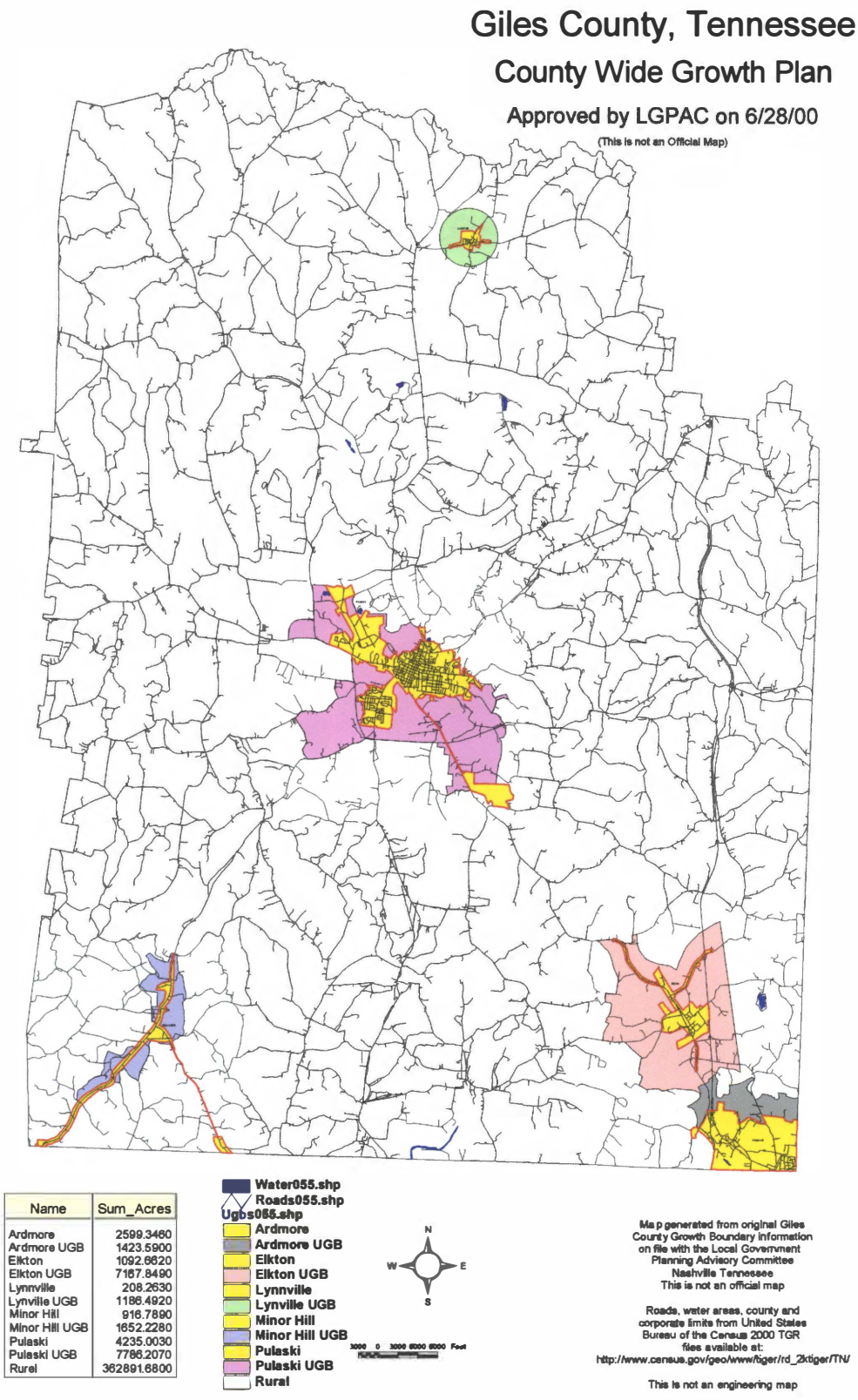
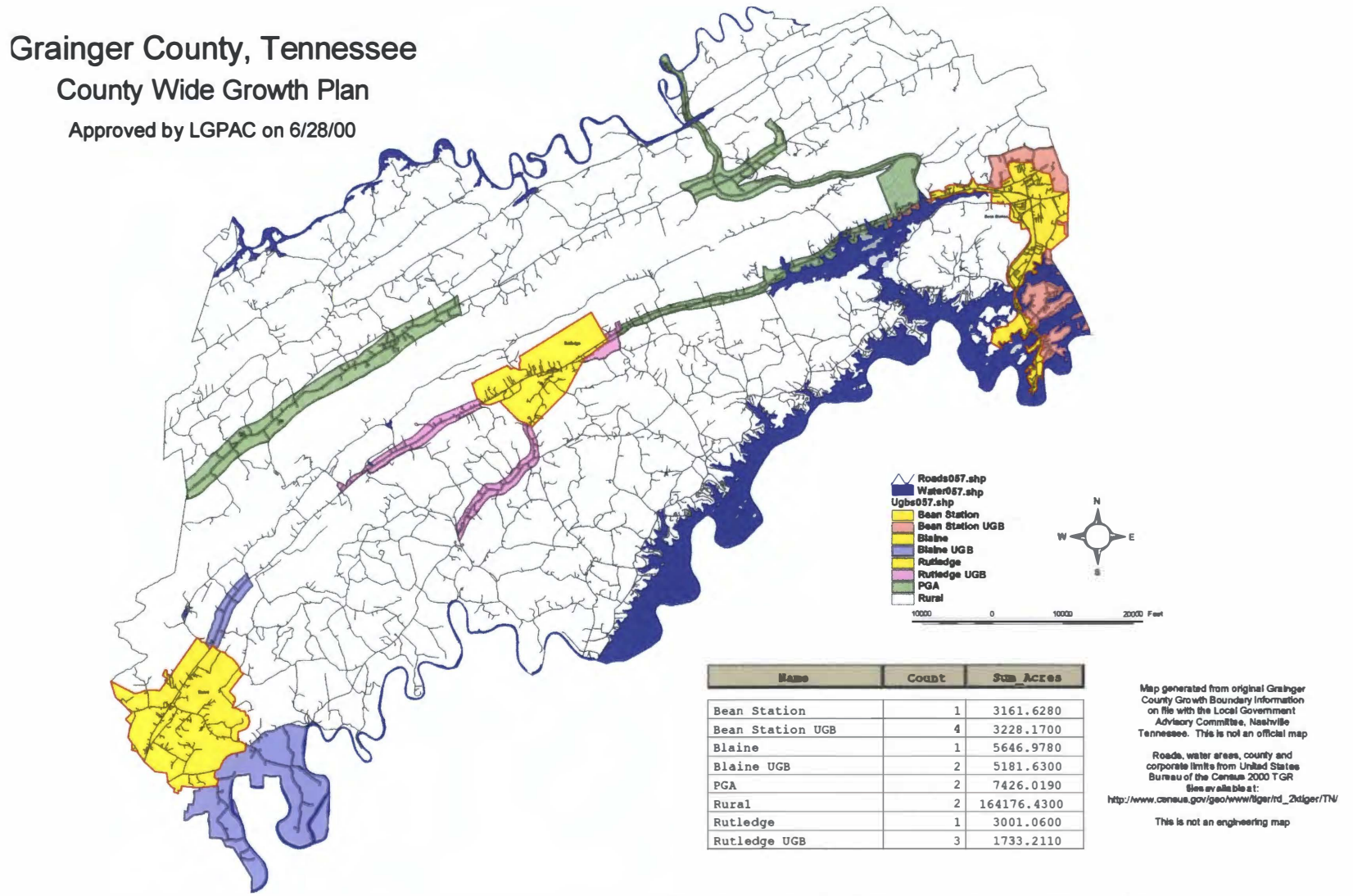


Figure 28. Map of Gibson County Growth Plan



Name	Sum_Acres
Ardmore	2599.3460
Ardmore UGB	1423.5900
Elkton	1092.6620
Elkton UGB	7167.8490
Lynnville	208.2630
Lynville UGB	1186.4920
Minor Hill	916.7890
Minor Hill UGB	1652.2280
Pulaski	4235.0030
Pulaski UGB	7786.2070
Rural	362891.6800

Figure 29. Map of Giles County Growth Plan



Name	Count	Sum_Acres
Bean Station	1	3161.6280
Bean Station UGB	4	3228.1700
Blaine	1	5646.9780
Blaine UGB	2	5181.6300
PGA	2	7426.0190
Rural	2	164176.4300
Rutledge	1	3001.0600
Rutledge UGB	3	1733.2110

Figure 30. Map of Grainger County Growth Plan

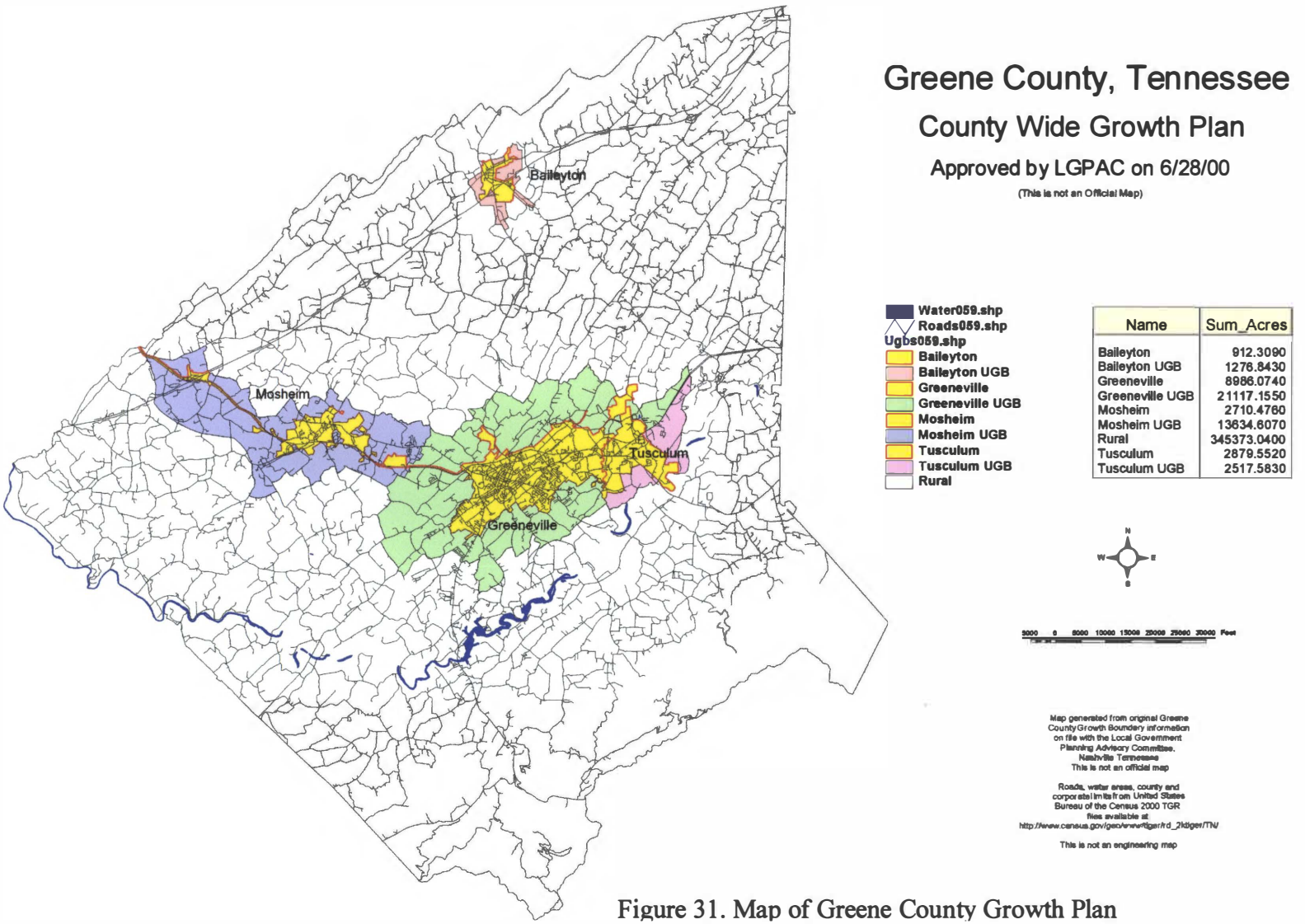


Figure 31. Map of Greene County Growth Plan

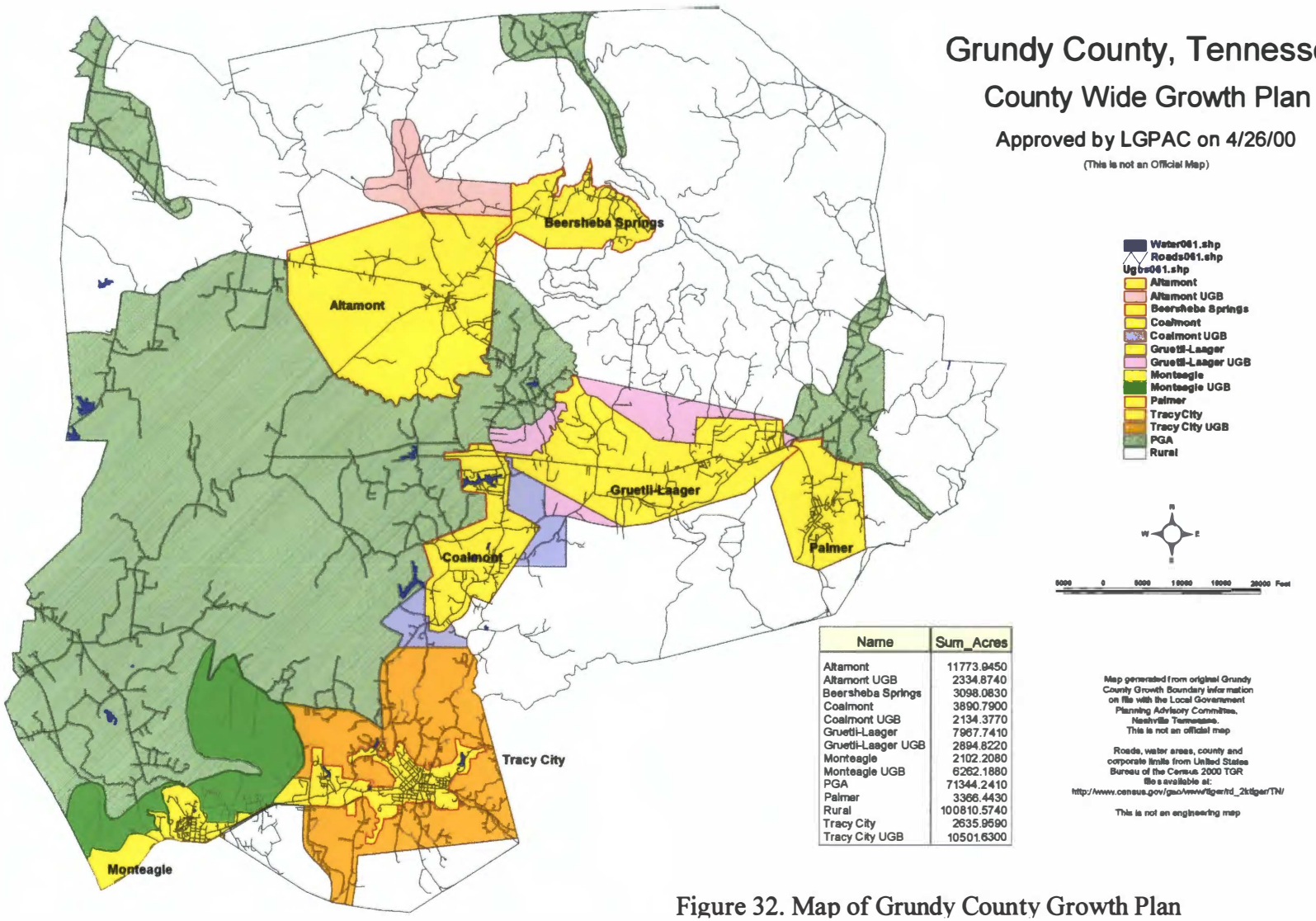
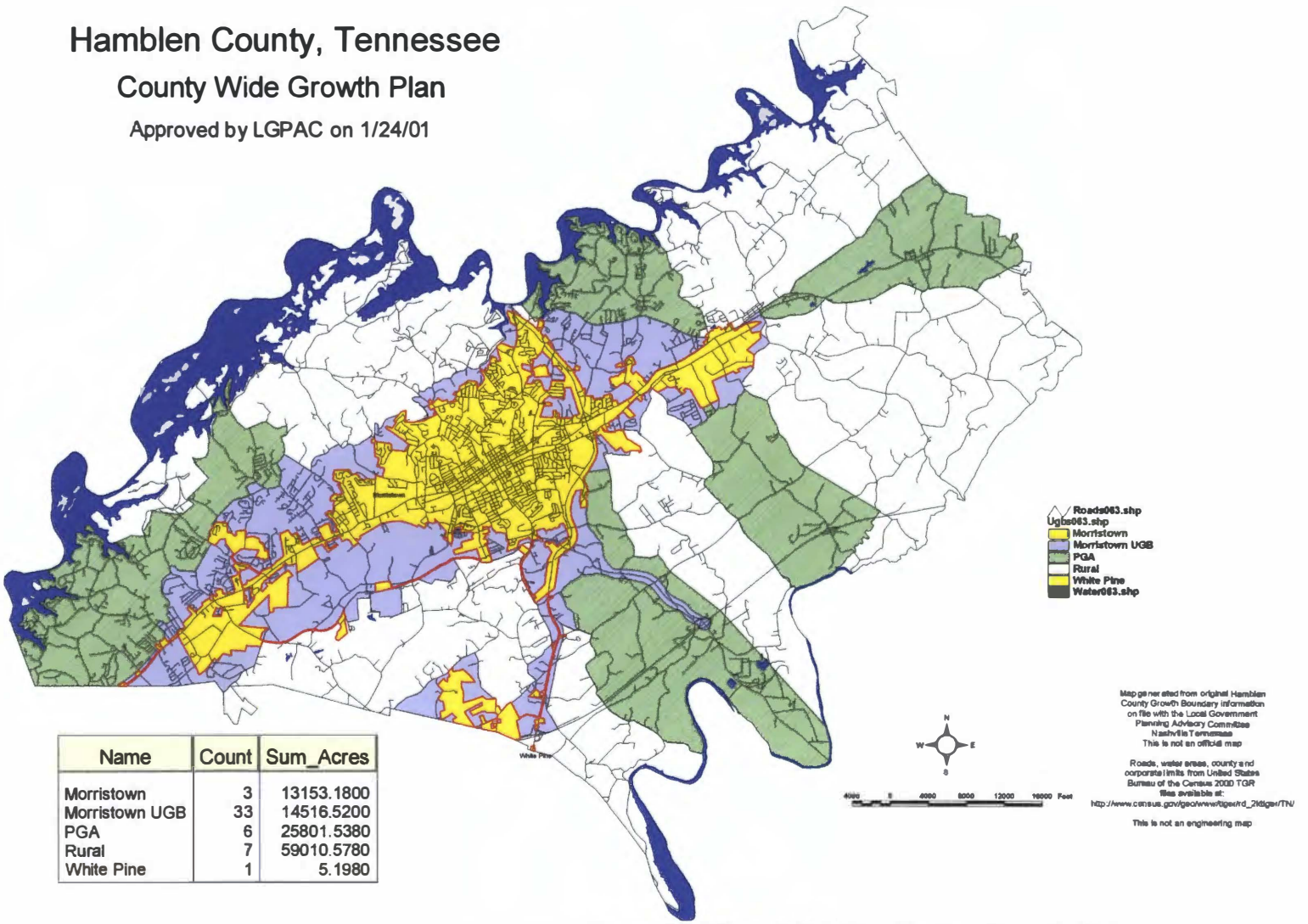
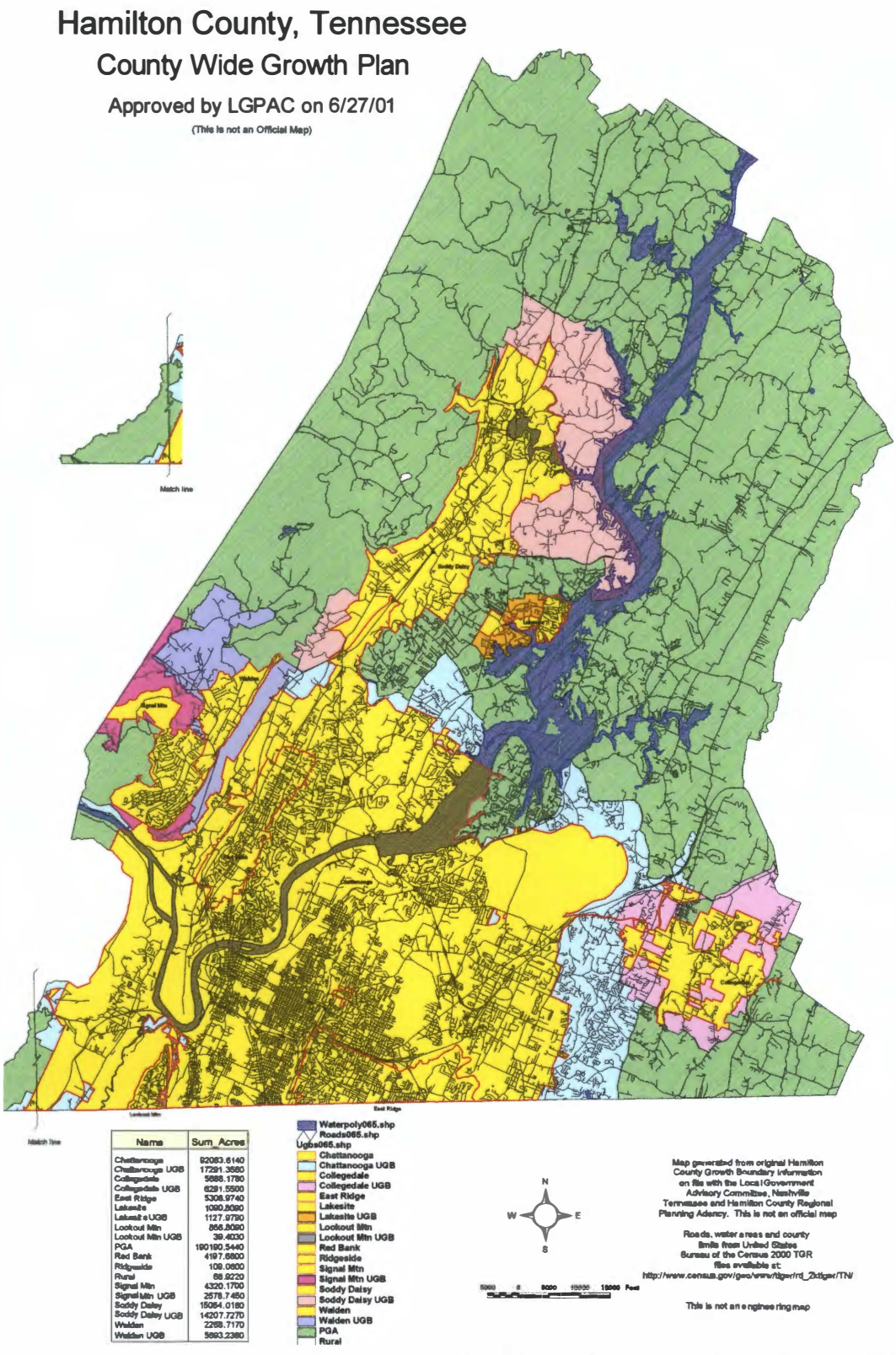


Figure 32. Map of Grundy County Growth Plan



Name	Count	Sum_Acres
Morristown	3	13153.1800
Morristown UGB	33	14516.5200
PGA	6	25801.5380
Rural	7	59010.5780
White Pine	1	5.1980

Figure 33. Map of Hamblen County Growth Plan



Name	Sum_Acres
Chattanooga	92083.6140
Chattanooga UGB	17291.3580
Collegedale	5686.1780
Collegedale UGB	6291.5500
East Ridge	5308.9740
Lakesite	1090.8090
Lakesite UGB	1127.9790
Lookout Mtn	856.8090
Lookout Mtn UGB	39.4030
PGA	190190.5440
Red Bank	4197.6800
Ridgeside	109.0800
Rural	68.9220
Signal Mtn	4320.1700
Signal Mtn UGB	2578.7460
Soddy Daisy	15084.0180
Soddy Daisy UGB	14207.7270
Walden	2268.7170
Walden UGB	5693.2380

Figure 34. Map of Hamilton County Growth Plan

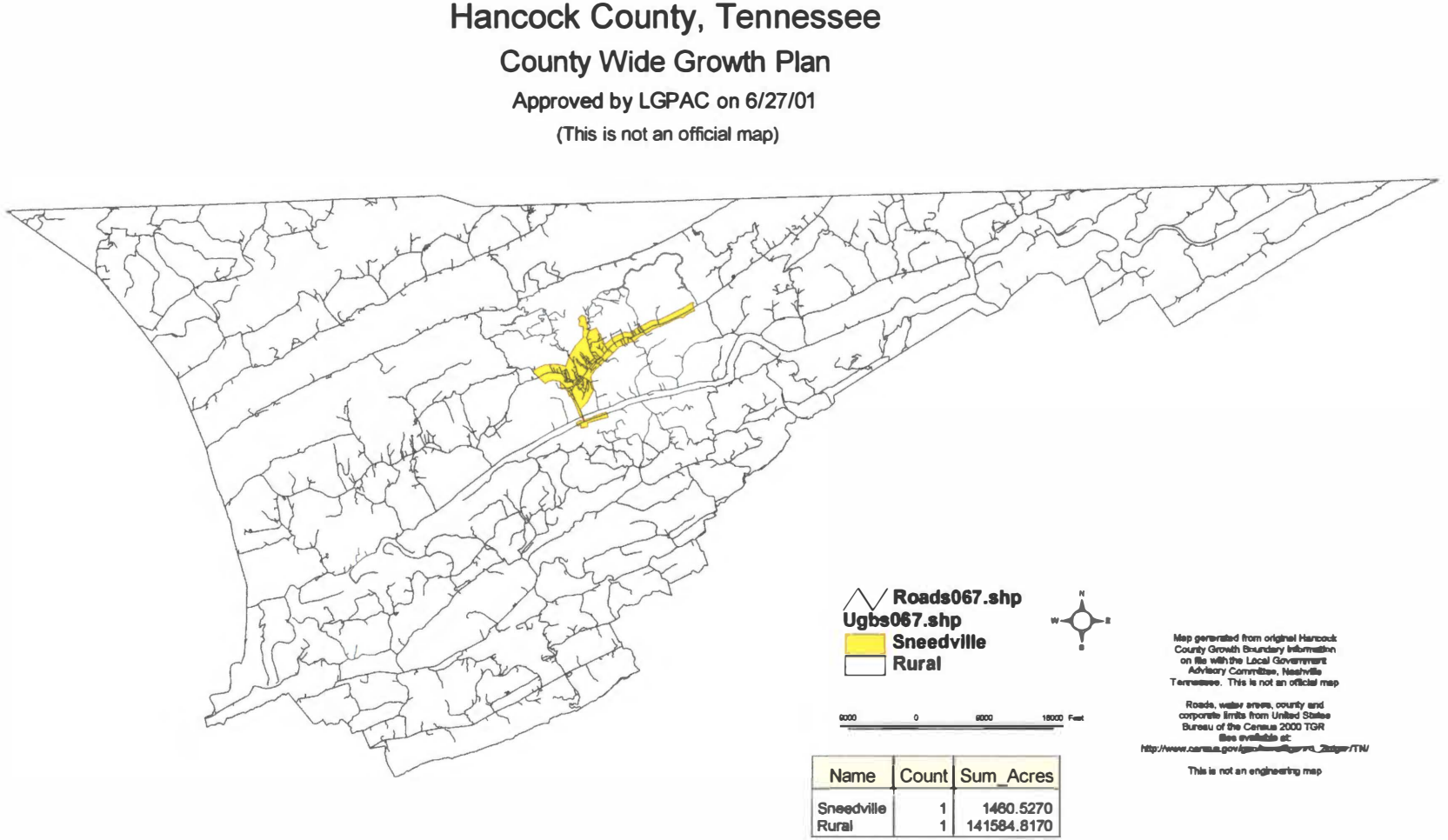


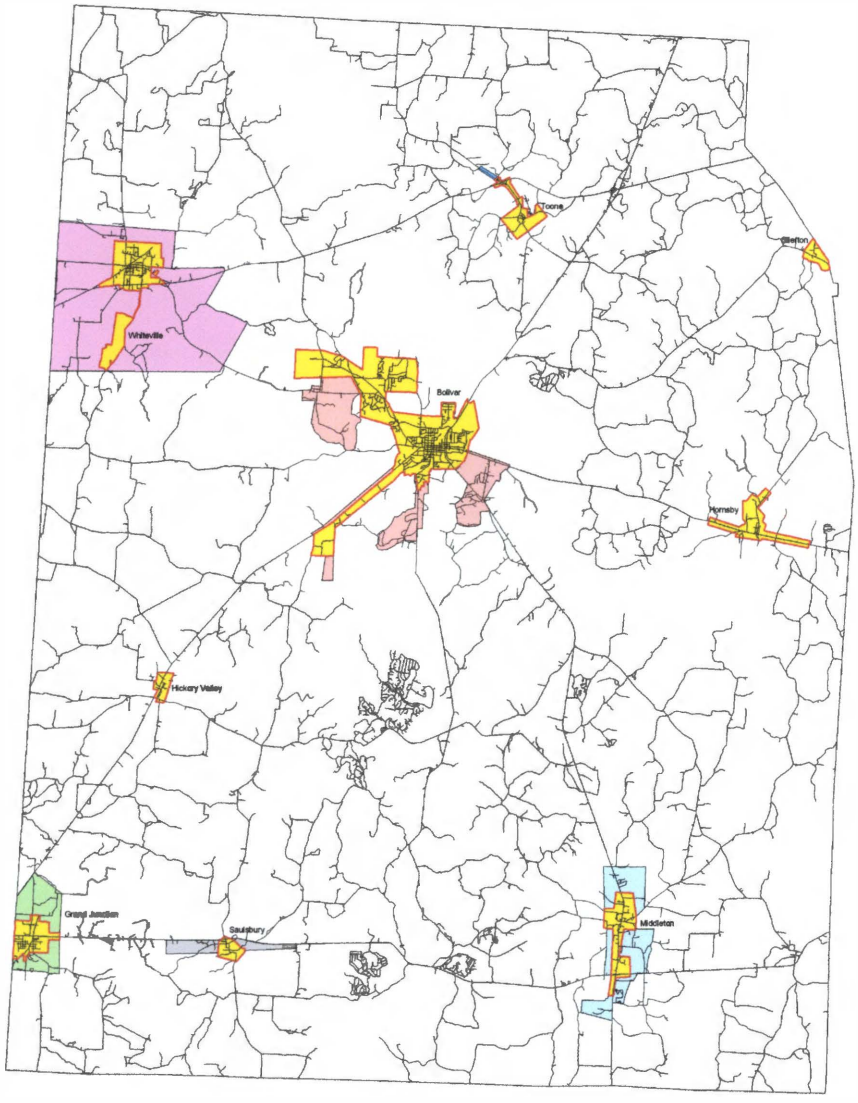
Figure 35. Map of Hancock County Growth Plan

Hardeman County, Tennessee

County Wide Growth Plan

Approved by LGPAC on 6/28/00

(This is not an official map)



Name	Sum_Acres
Bolivar	5368.0150
Bolivar UGB	3605.8670
Grand Junction	668.1180
Grand Junction UGB	1402.4170
Hickory Valley	207.9000
Hornsby	806.9980
Middleton	867.5800
Middleton UGB	1950.8580
Rural	400858.3340
Saulsbury UGB	568.1180
Saulsbury	233.2500
Silerton	218.8550
Toone	531.0040
Toone UGB	42.3580
Whiteville	1528.9500
Whiteville UGB	10202.9850

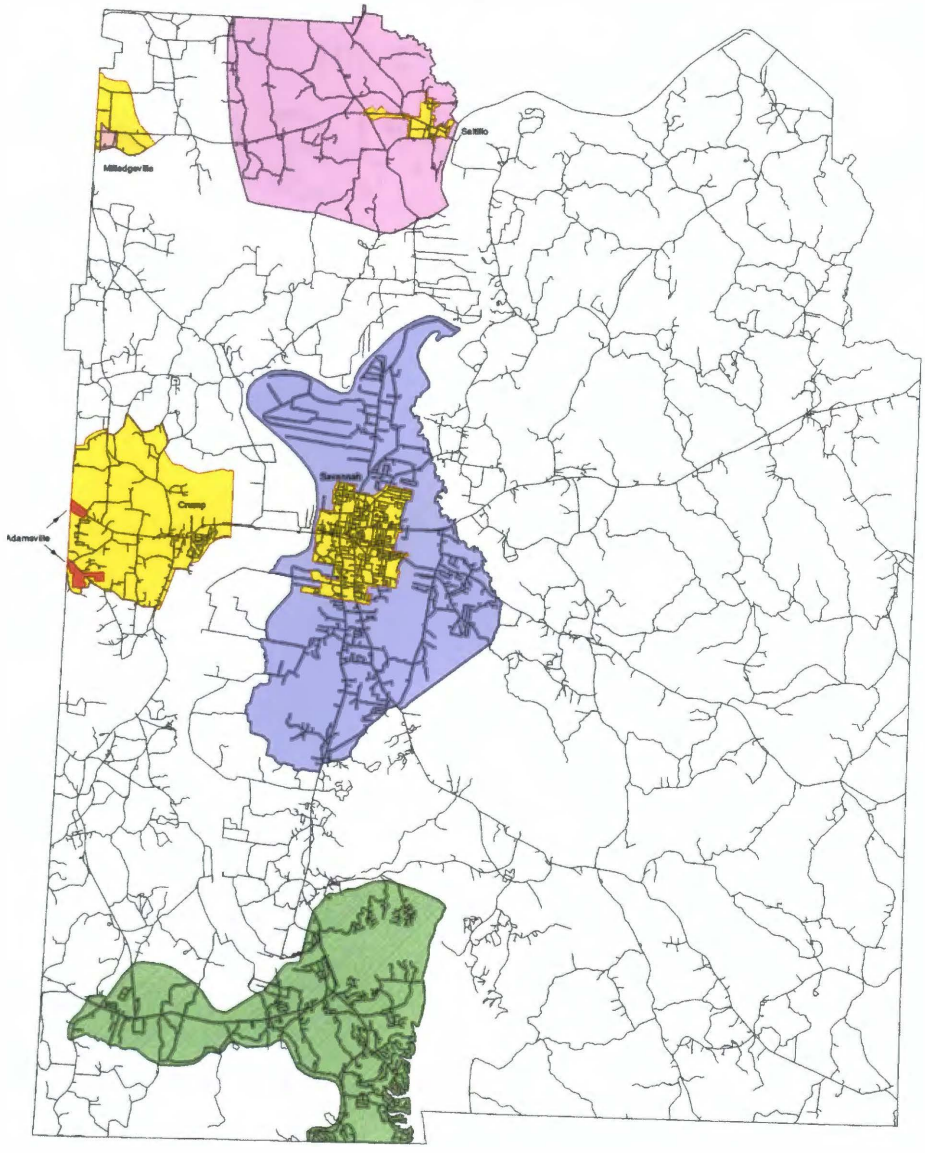
Figure 36. Map of Hardeman County Growth Plan

Hardin County, Tennessee

County Wide Growth Plan

Approved by LGPAC on 6/28/00

(This is not an official map)



Name	Sum_Acres
Adamsville town	239.1650
Crump city	9023.8090
Milledgeville	1158.8130
Milledgeville UGB	134.7220
PGA	18582.6460
Rural	306503.1770
Saltillo	572.6550
Saltillo UGB	16994.9400
Savannah	3666.2010
Savannah UGB	24774.0590

Roads071.shp
Ugbs071.shp
Milledgeville
Milledgeville UGB
Saltillo
Saltillo UGB
Savannah
Savannah UGB
Adamsville
Crump
PGA
Rural

N
W
E
S

4000 0 4000 8000 12000 16000 Feet

Map generated from original Hardeman County Growth Boundary information on file with the Local Government Advisory Committee, Nashville Tennessee. This is not an official map

Roads, water areas, county and corporate limits from United States Bureau of the Census 2000 TGR files available at: http://www.census.gov/geo/www/tiger/rd_2kdiger/TN/

This is not an engineering map

Figure 37. Map of Hardin County Growth Plan

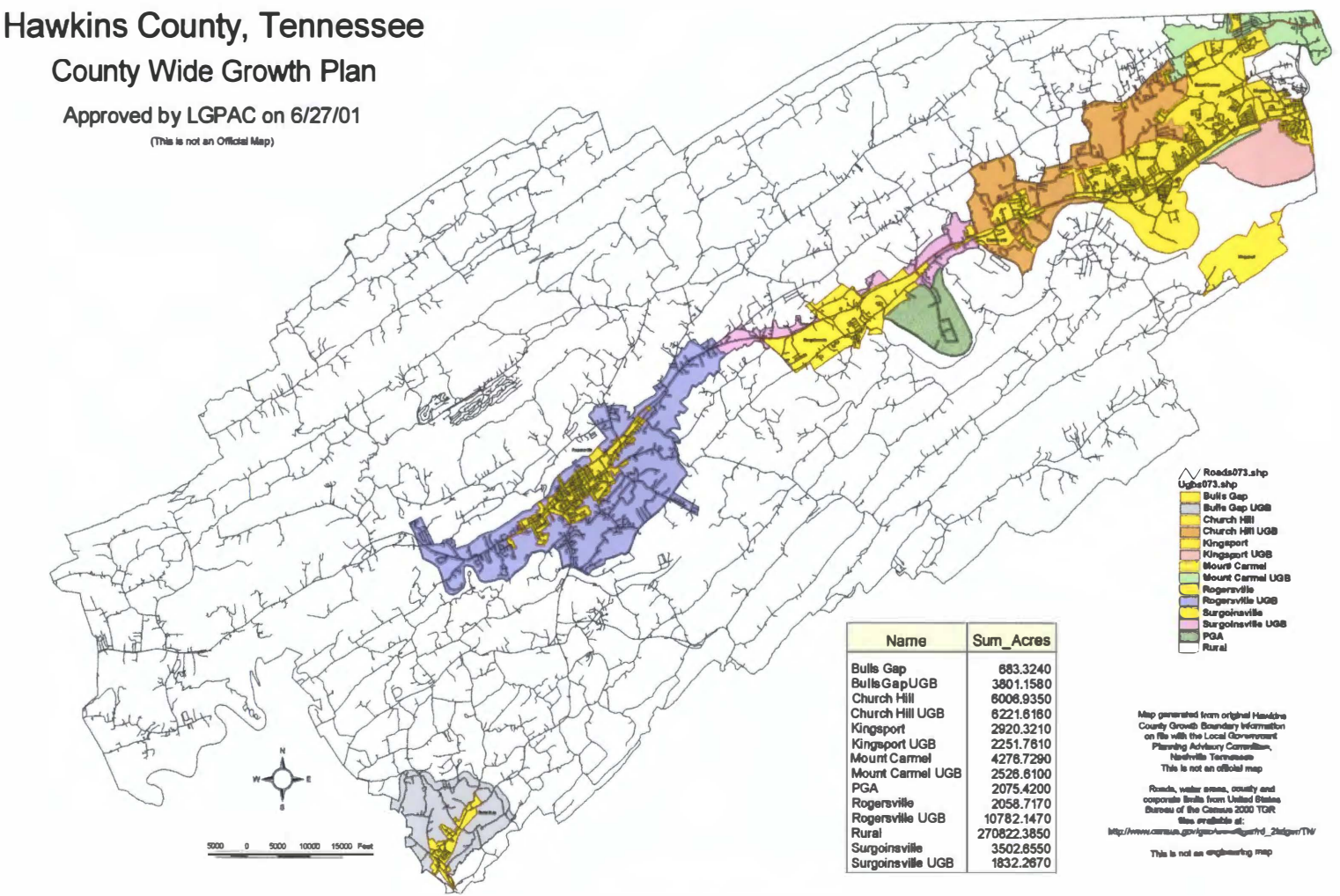


Figure 38. Map of Hawkins County Growth Plan

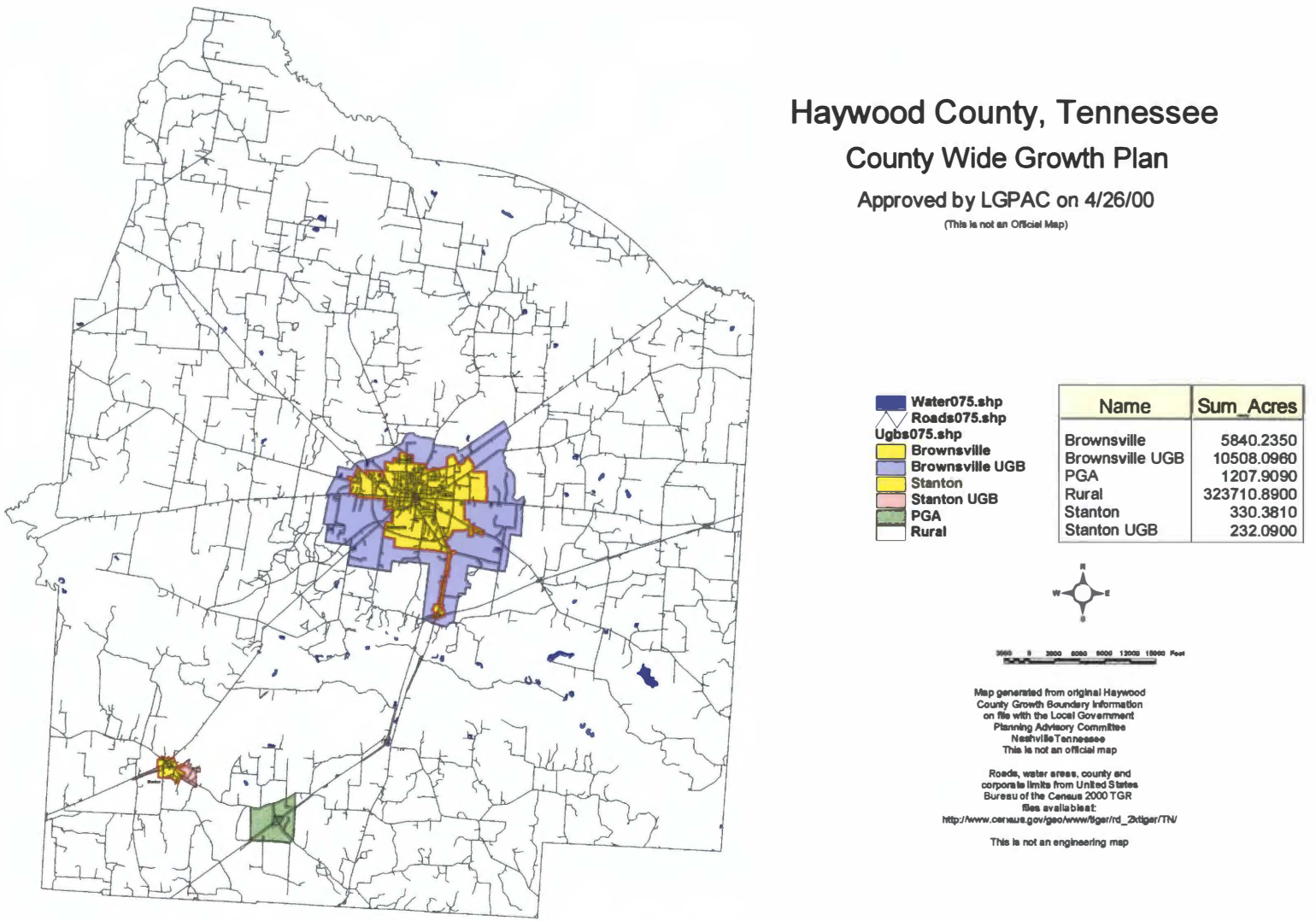


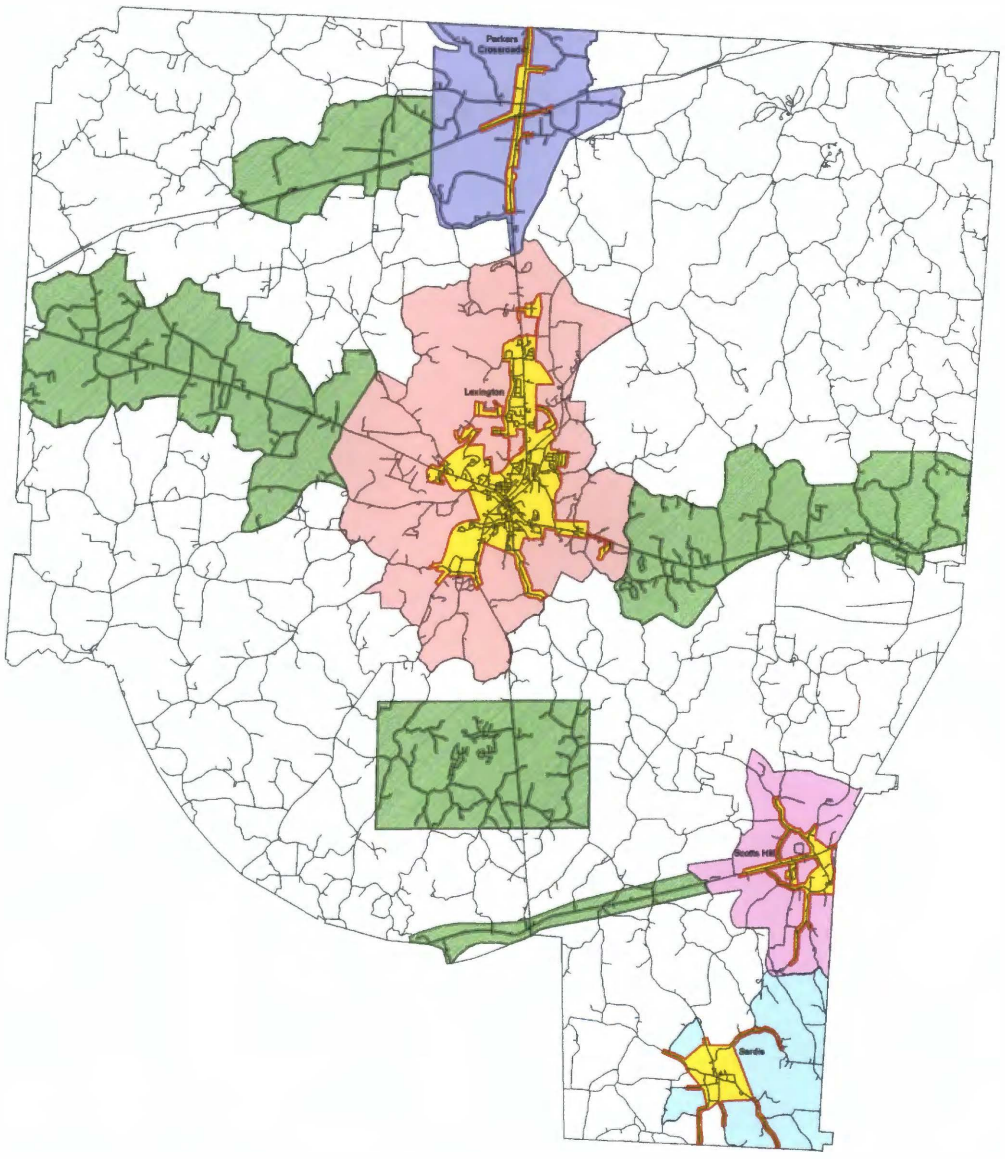
Figure 39. Map of Haywood County Growth Plan

Henderson County, Tennessee

County Wide Growth Plan

Approved by LGPAC on 1/26/00

(This is not an official map)



Name	Sum_Acres
Lexington	6641.6420
Lexington UGB	26251.4340
PGA	51079.4910
Parkers Crossroads	822.9340
Parkers Crossroads UGB	10694.2760
Rural	225193.5710
Sardis	1512.8860
Sardis UGB	6412.8400
Scotts Hill	1172.2220
Scotts Hill UGB	6773.2510

Roads077.shp
Ugbs077.shp
Lexington
Lexington UGB
Parkers Crossroads
Parkers Crossroads UGB
Sardis
Sardis UGB
Scotts Hill
Scotts Hill UGB
PGA
Rural

N
W E
S

5000 0 5000 10000 Feet

Map generated from original Henderson County Growth Boundary information on file with the Local Government Advisory Committee, Nashville Tennessee. This is not an official map

Roads, water areas, county and corporate limits from United States Bureau of the Census 2000 TGR files available at:
http://www.census.gov/geo/www/tiger/rd_2kttger/TN/

This is not an engineering map

Figure 40. Map of Henderson County Growth Plan

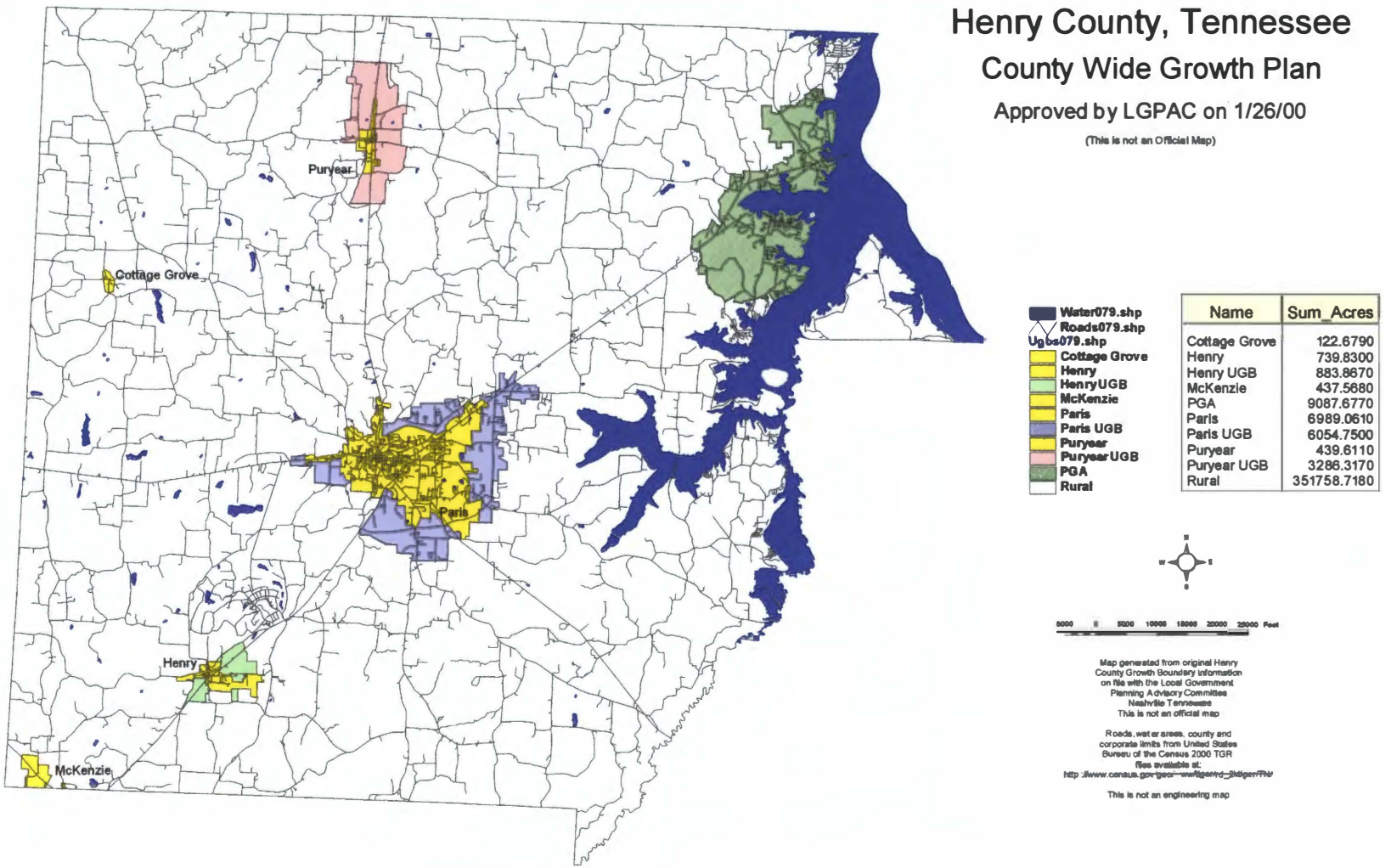


Figure 41. Map of Henry County Growth Plan

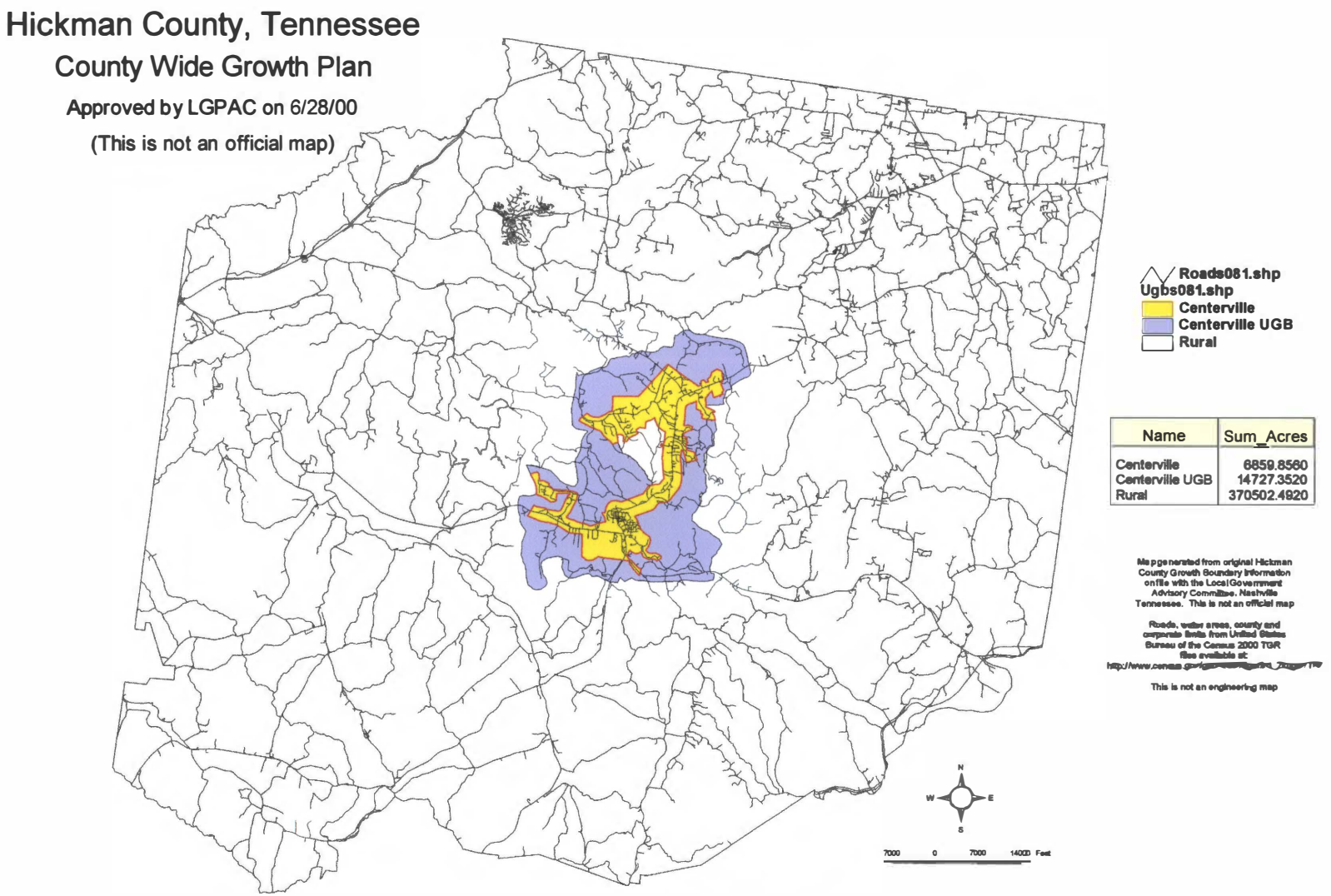


Figure 42. Map of Hickman County Growth Plan

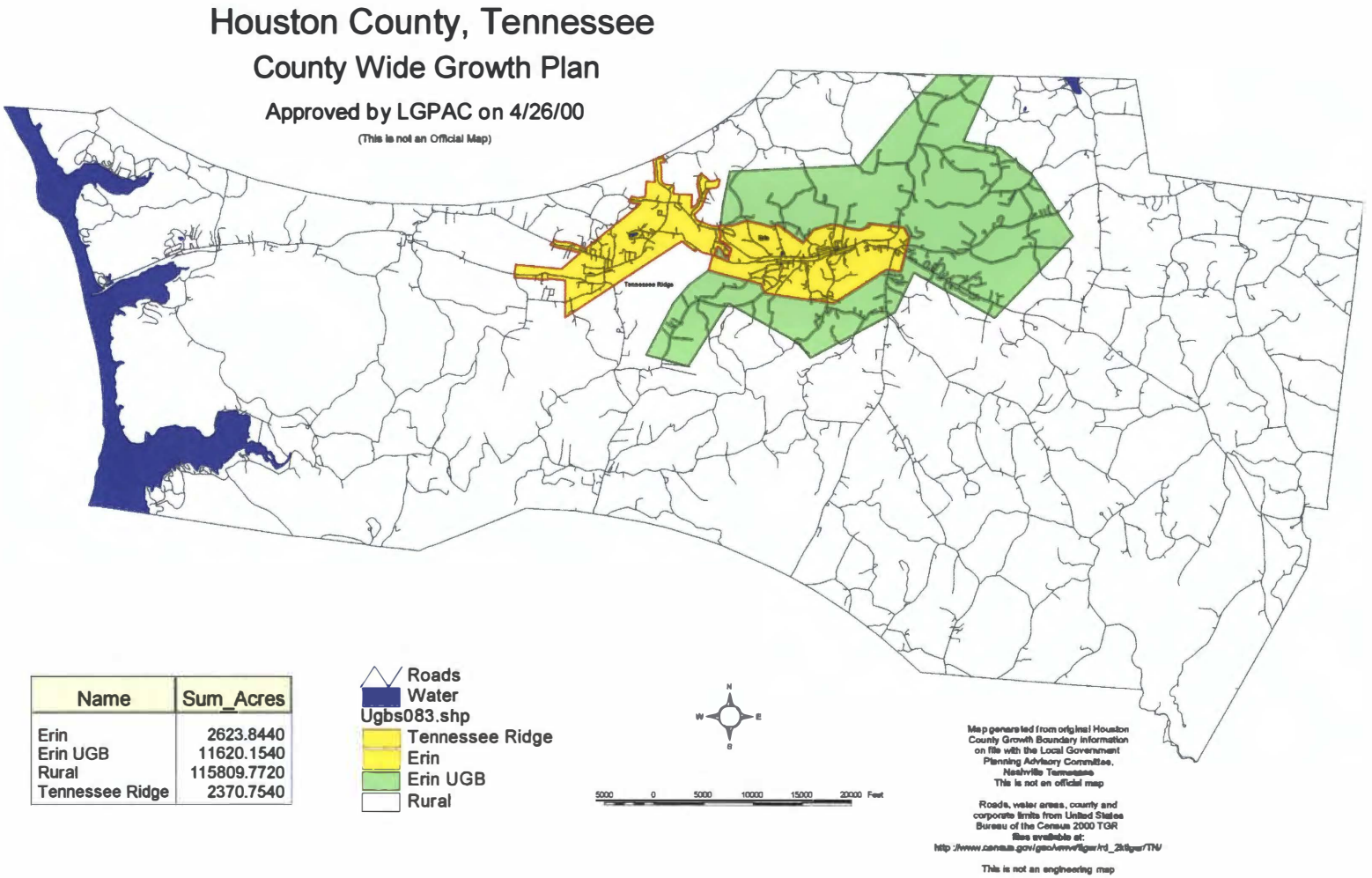
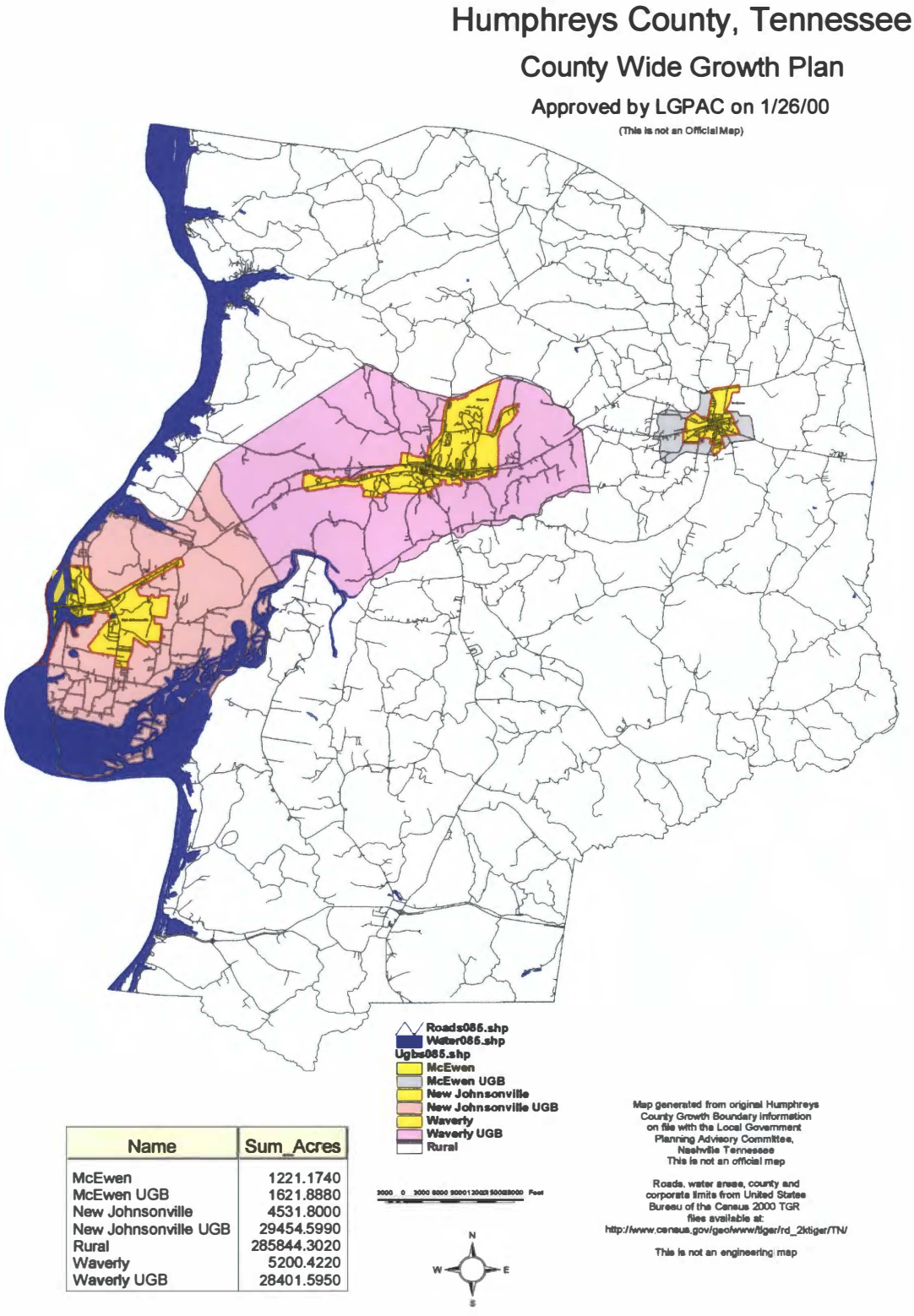


Figure 43. Map of Houston County Growth Plan



Name	Sum_Acres
McEwen	1221.1740
McEwen UGB	1621.8880
New Johnsonville	4531.8000
New Johnsonville UGB	29454.5990
Rural	285844.3020
Waverly	5200.4220
Waverly UGB	28401.5950

Figure 44. Map of Humphreys County Growth Plan

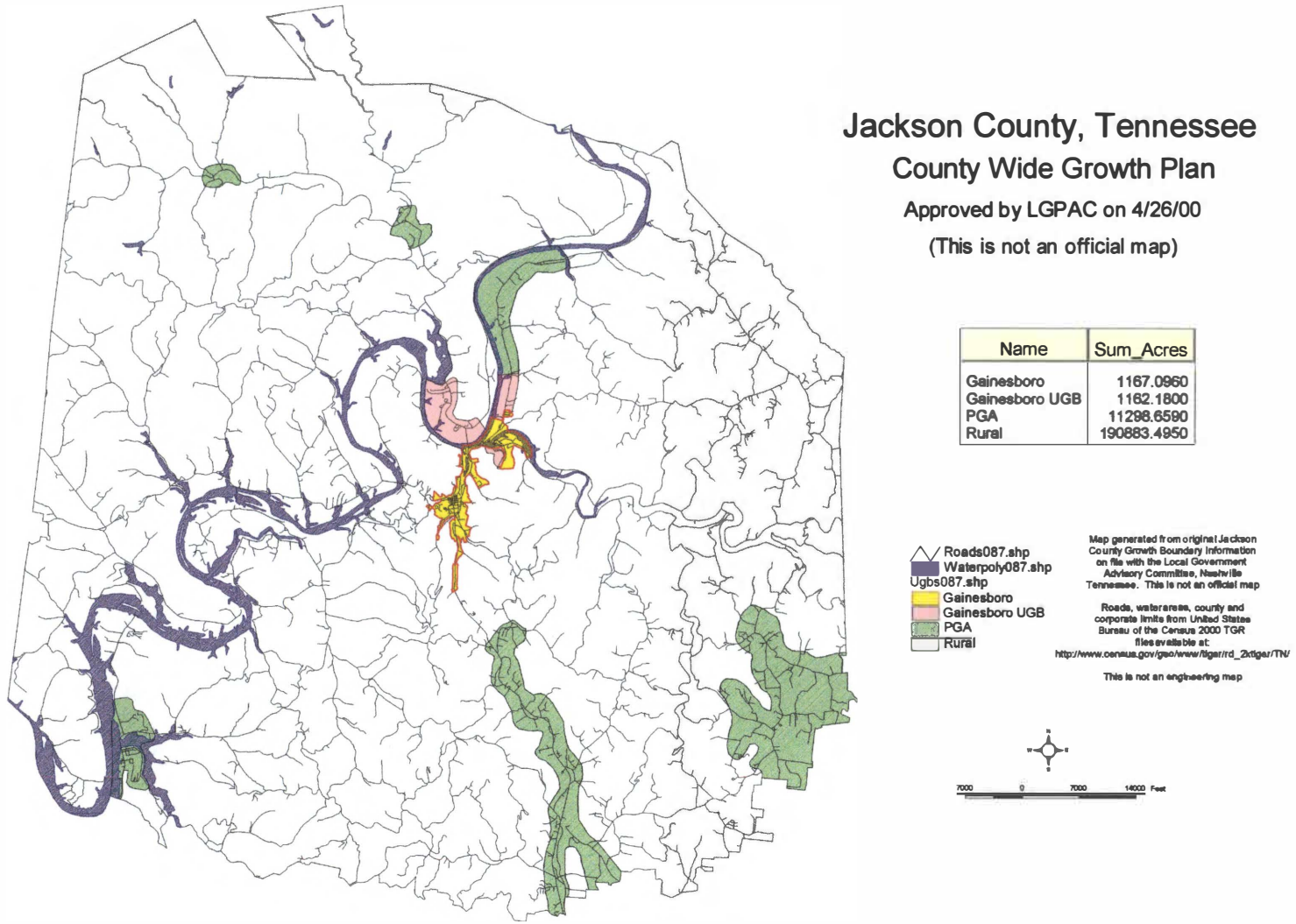
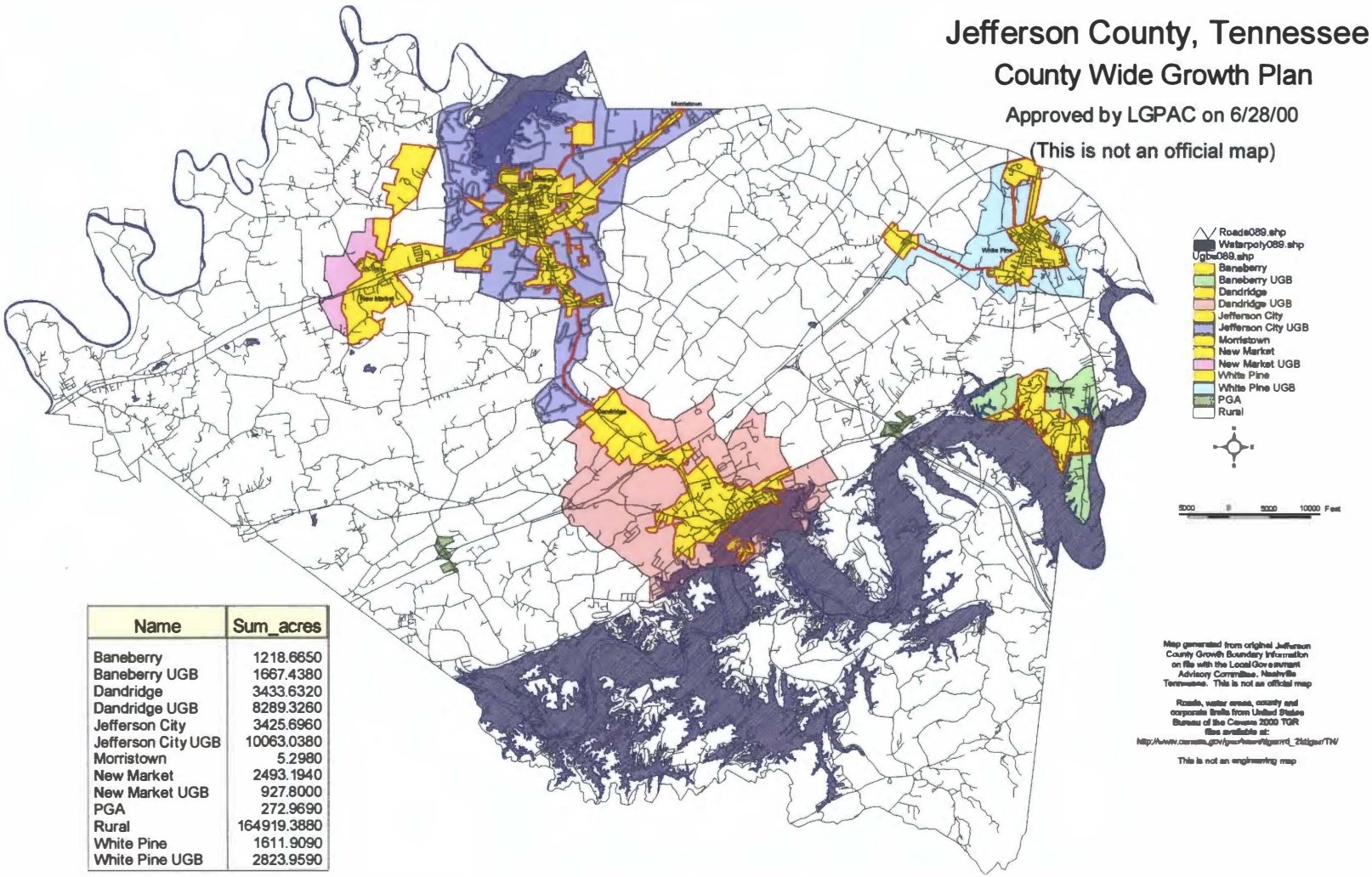


Figure 45. Map of Jackson County Growth Plan



Name	Sum_acres
Baneberry	1218.6650
Baneberry UGB	1667.4380
Dandridge	3433.6320
Dandridge UGB	8289.3260
Jefferson City	3425.6960
Jefferson City UGB	10063.0380
Morristown	5.2980
New Market	2493.1940
New Market UGB	927.8000
PGA	272.9690
Rural	164919.3880
White Pine	1611.9090
White Pine UGB	2823.9590

Figure 46. Map of Jefferson County Growth Plan

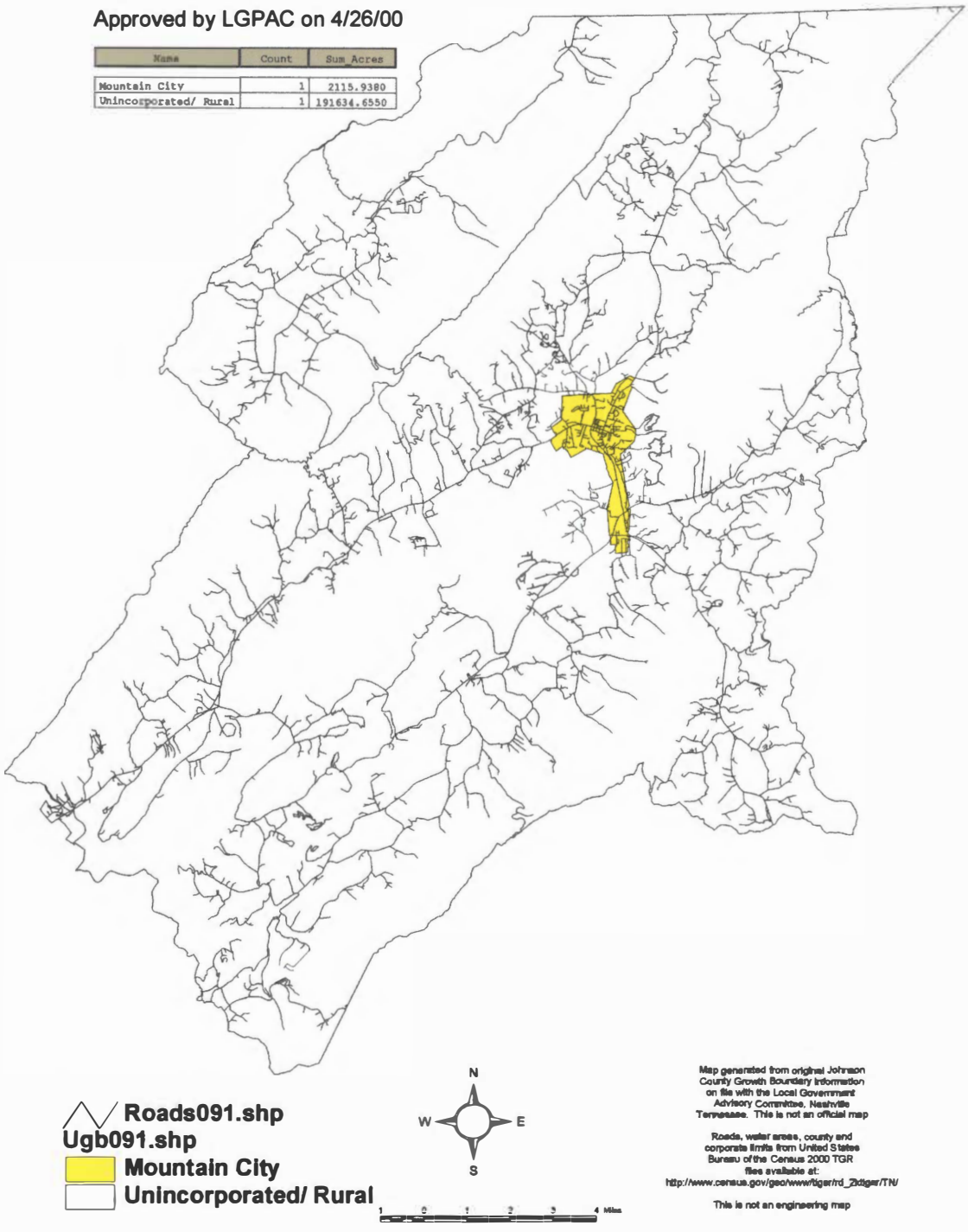


Figure 47. Map of Johnson County Growth Plan

Knox County, Tennessee

County Wide Growth Plan

Pending LGPAC approval as of 2/27/01

Name	Count	Sum_Acres
Farragut	19	10270.5490
Farragut UGB	43	629.7410
Knoxville	38	60142.0460
Knoxville UGB	564	29376.0970
PGA	850	87481.1770
Rural	1162	138704.3220
Water	1714	10680.6520
Untitled	490	9.4360

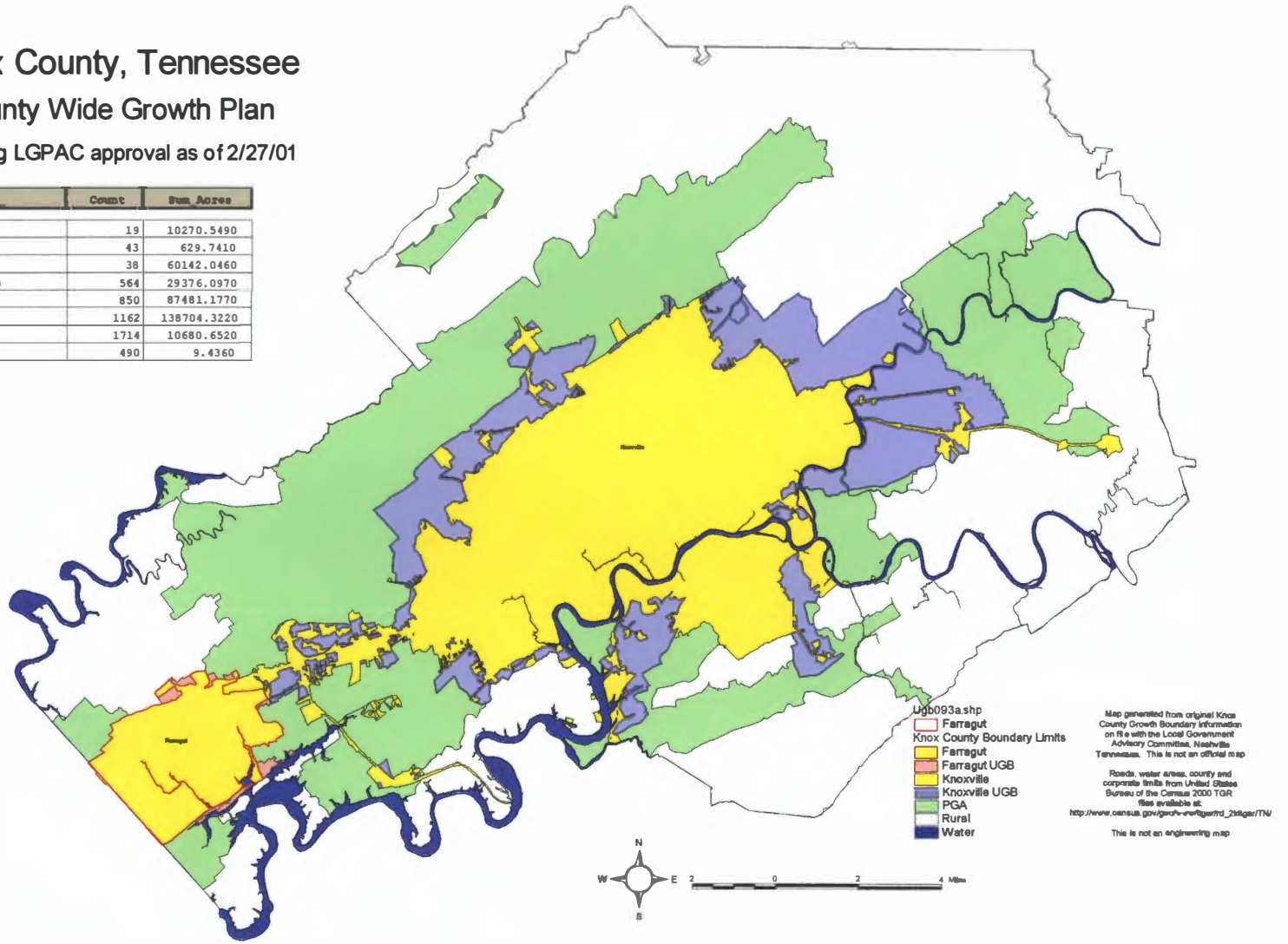


Figure 48. Map of Knox County Growth Plan

Lake County, Tennessee

County Wide Growth Plan

Approved by LGPAC on 4/26/00

(This is not an Official Map)

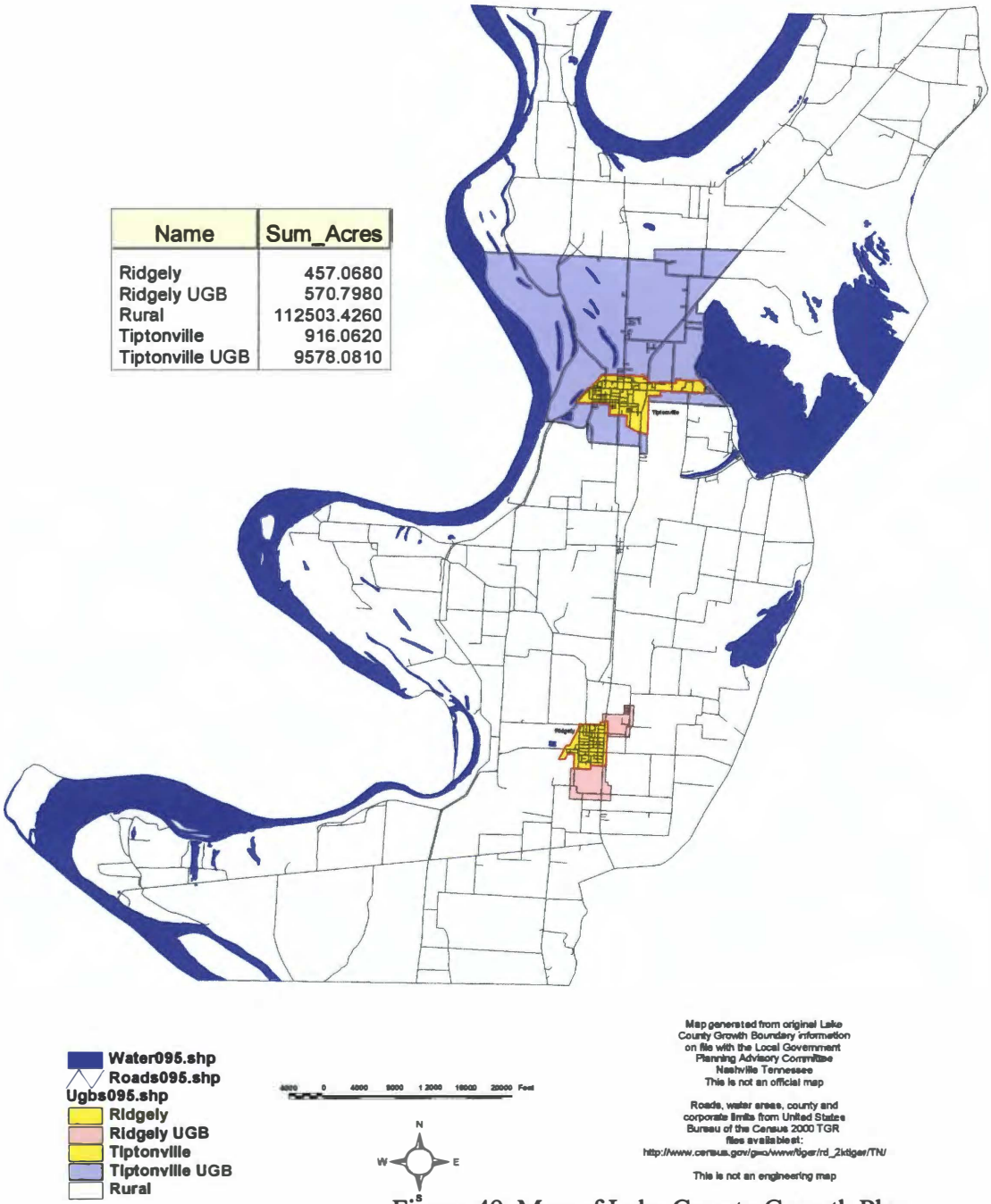


Figure 49. Map of Lake County Growth Plan

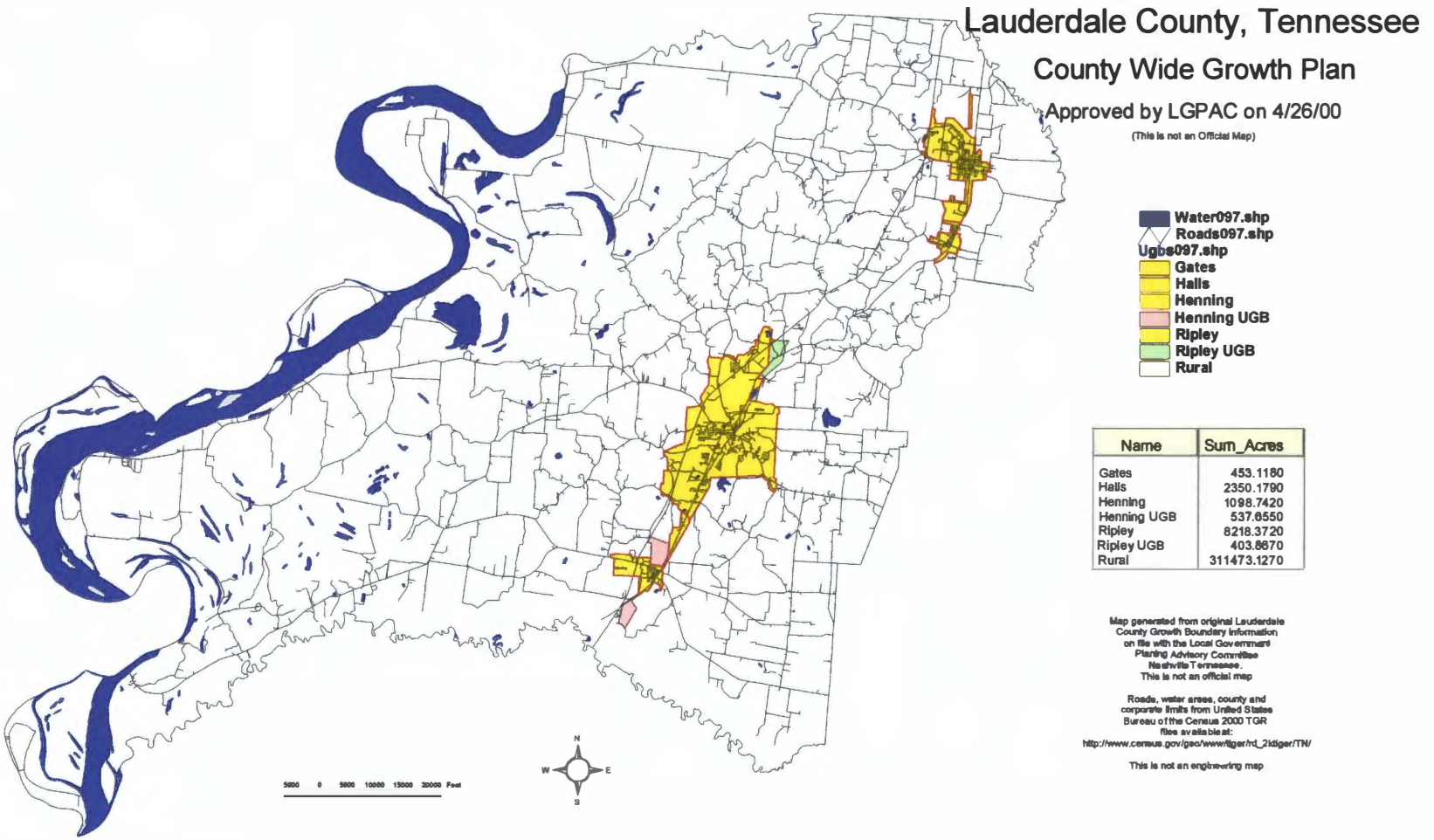


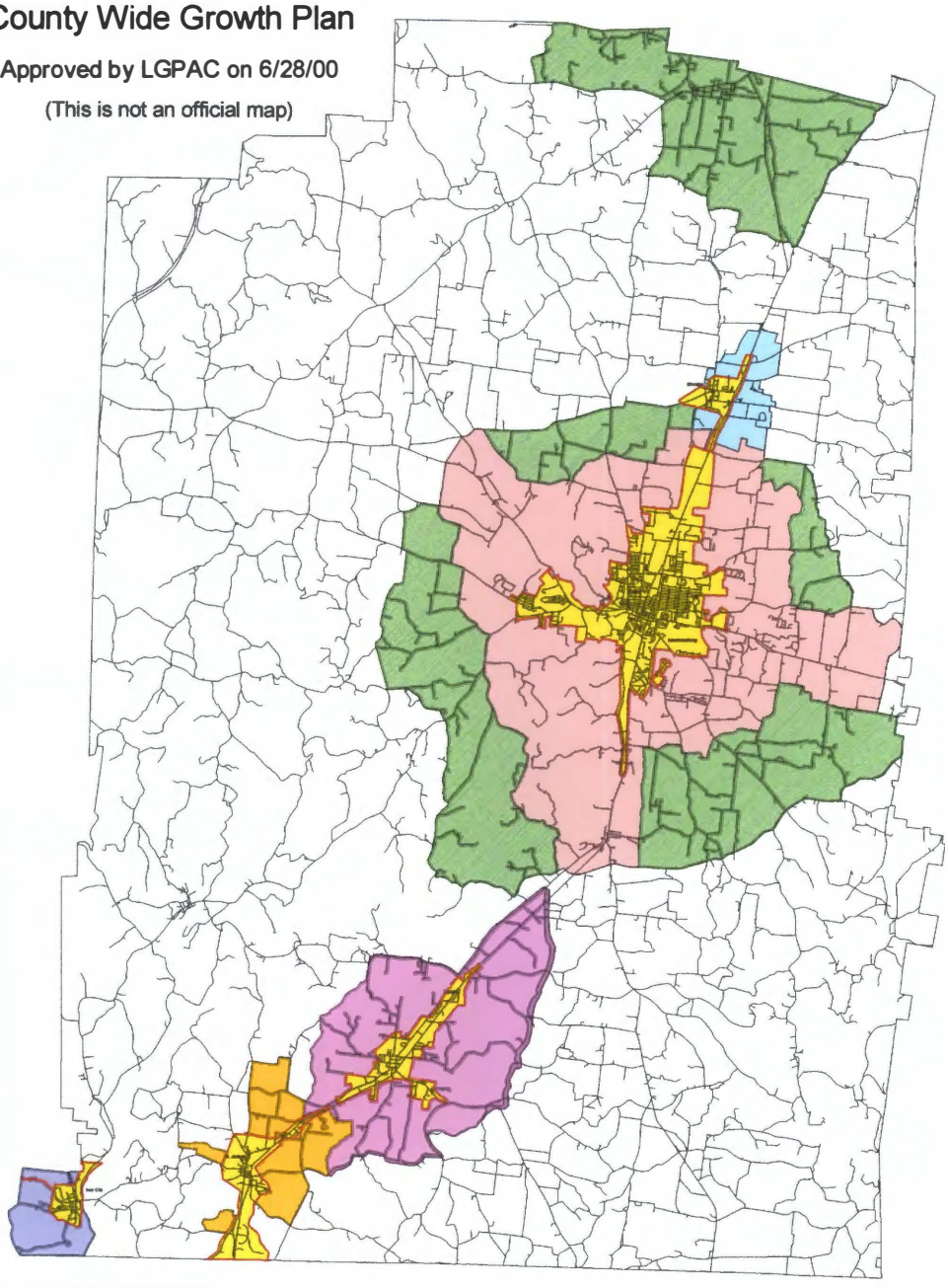
Figure 50. Map of Lauderdale County Growth

Lawrence County, Tennessee

County Wide Growth Plan

Approved by LGPAC on 6/28/00

(This is not an official map)



Name	Sum_Acres
Ethridge	749.3870
Ethridge UGB	2217.8740
Iron City	575.1910
Iron City UGB	1994.3450
Lawrenceburg	8056.4610
Lawrenceburg UGB	38072.2800
Loretto	1822.8050
Loretto UGB	14331.9540
PGA	43639.5100
Rural	278229.4990
St. Joseph	1916.8980
St. Joseph UGB	3864.8340

Figure 51. Map of Lawrence County Growth Plan

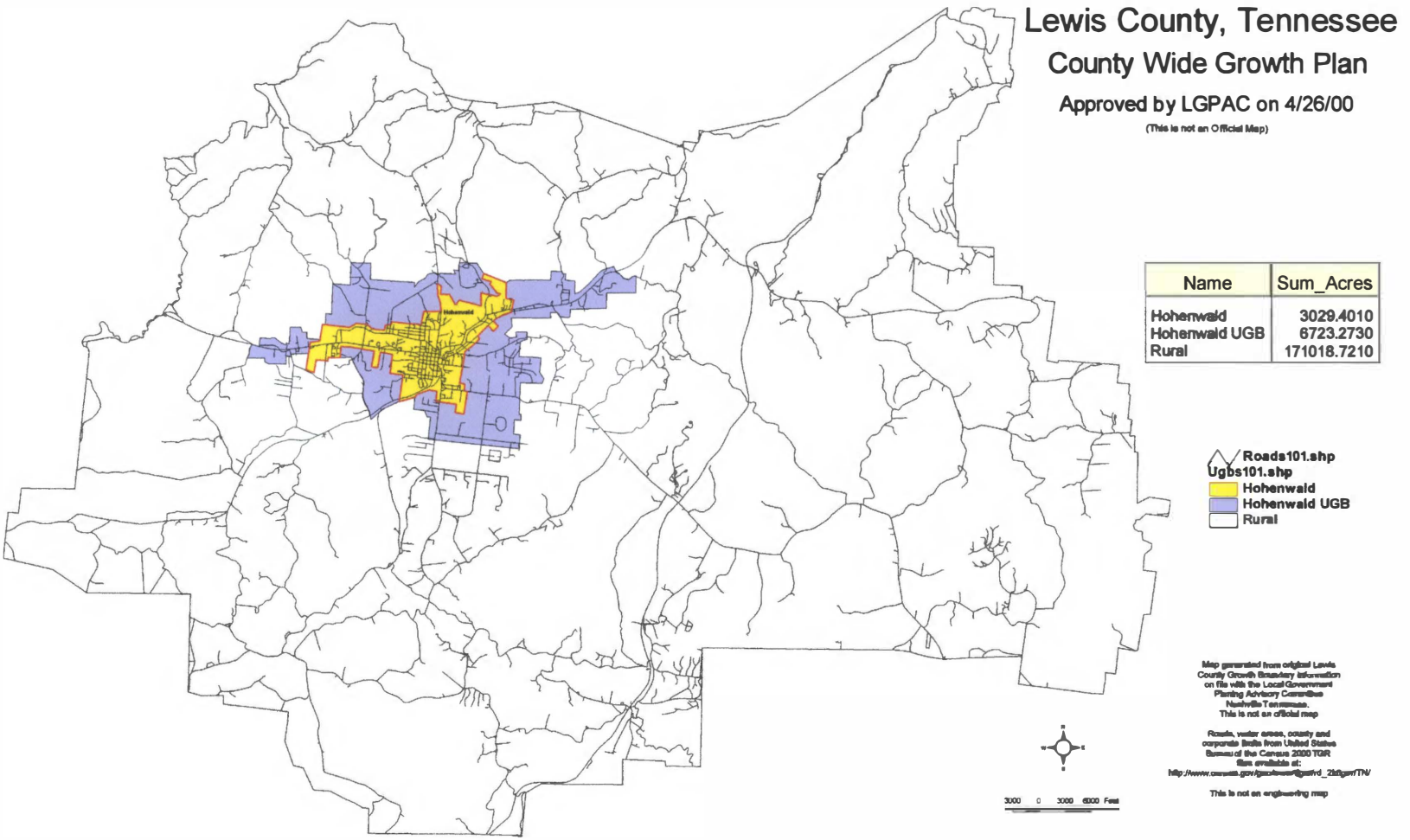


Figure 52. Map of Lewis County Growth Plan

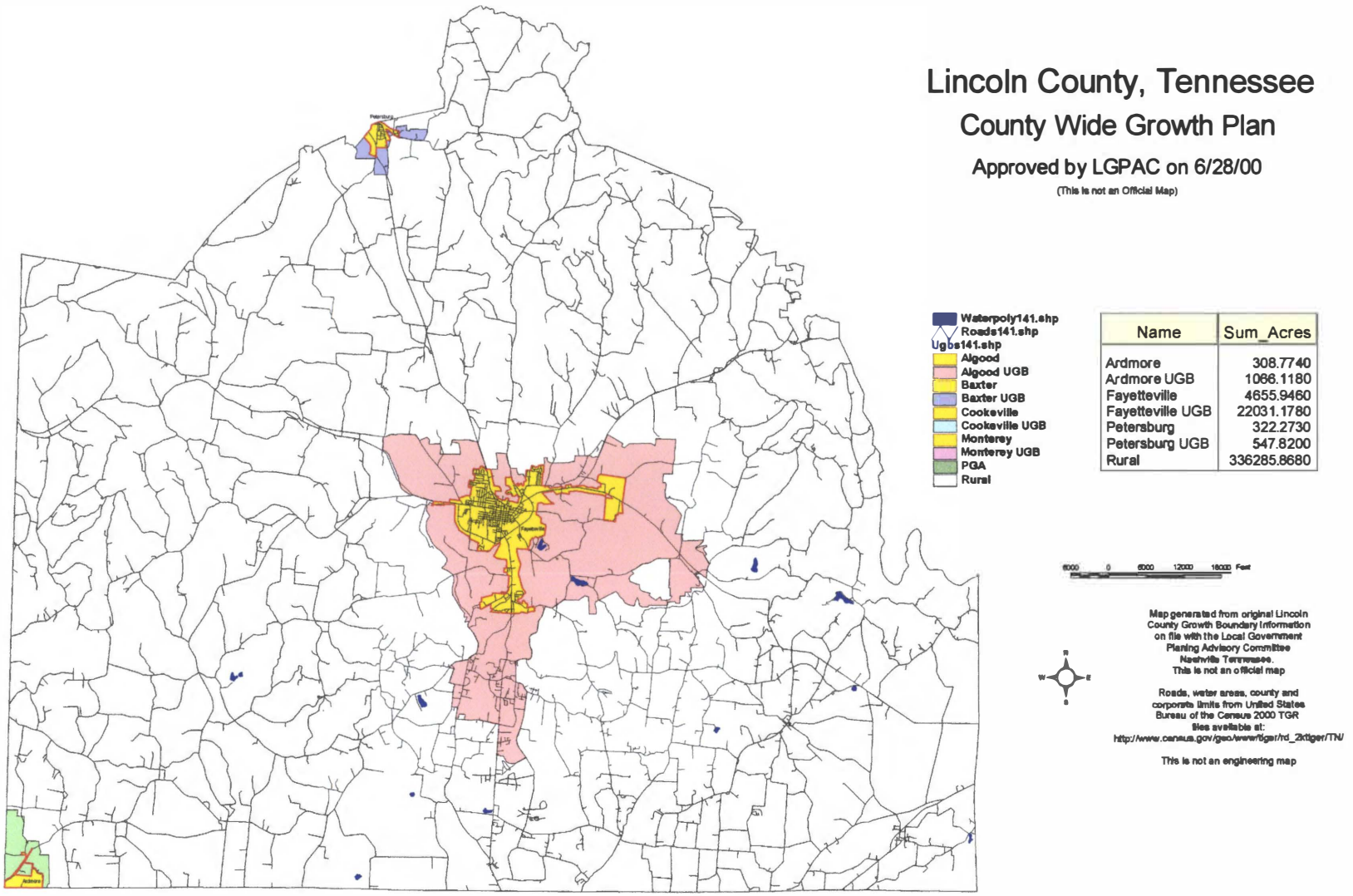


Figure 53. Map of Lincoln County Growth Plan

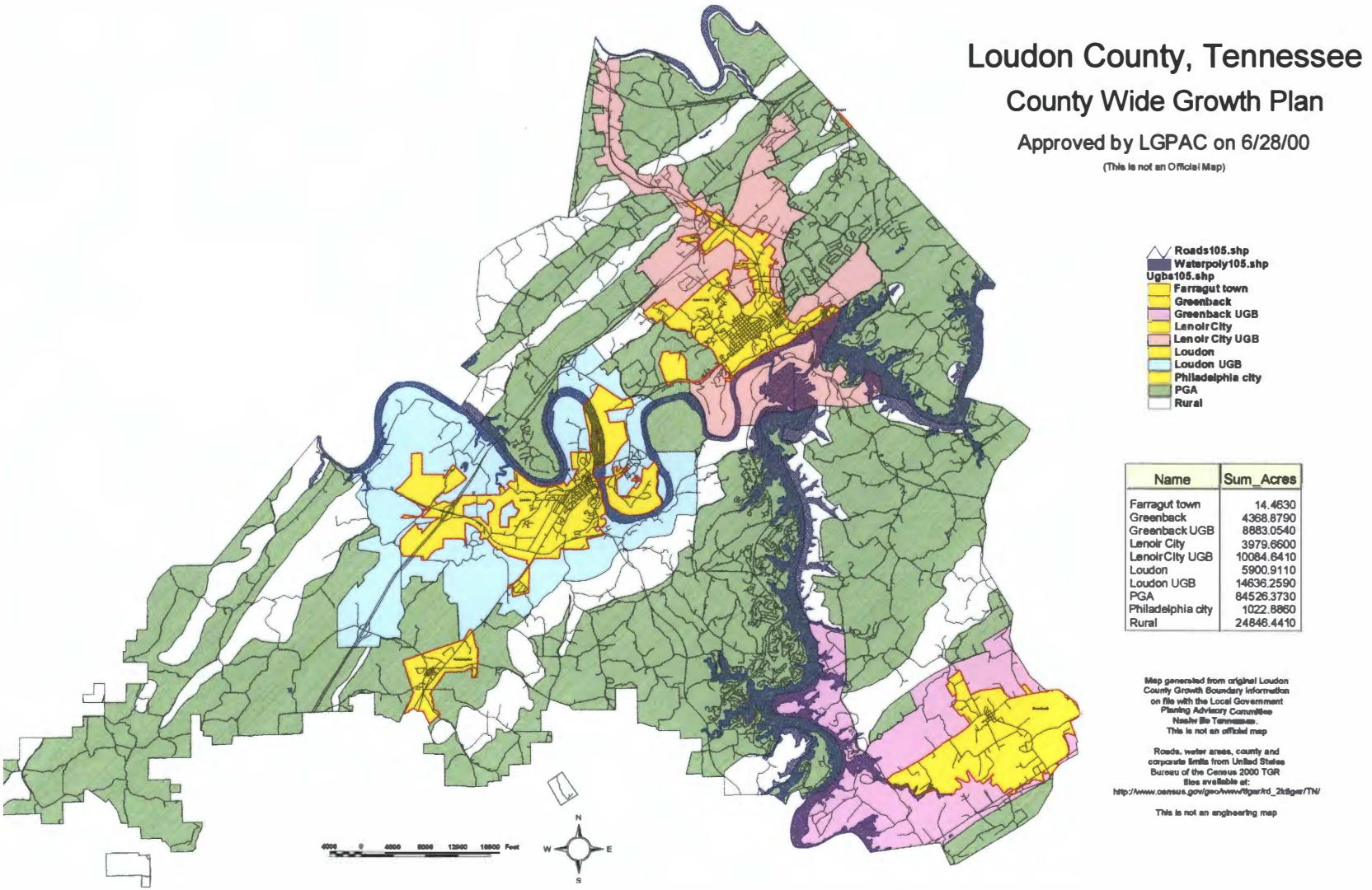


Figure 54. Map of Loudon County Growth Plan

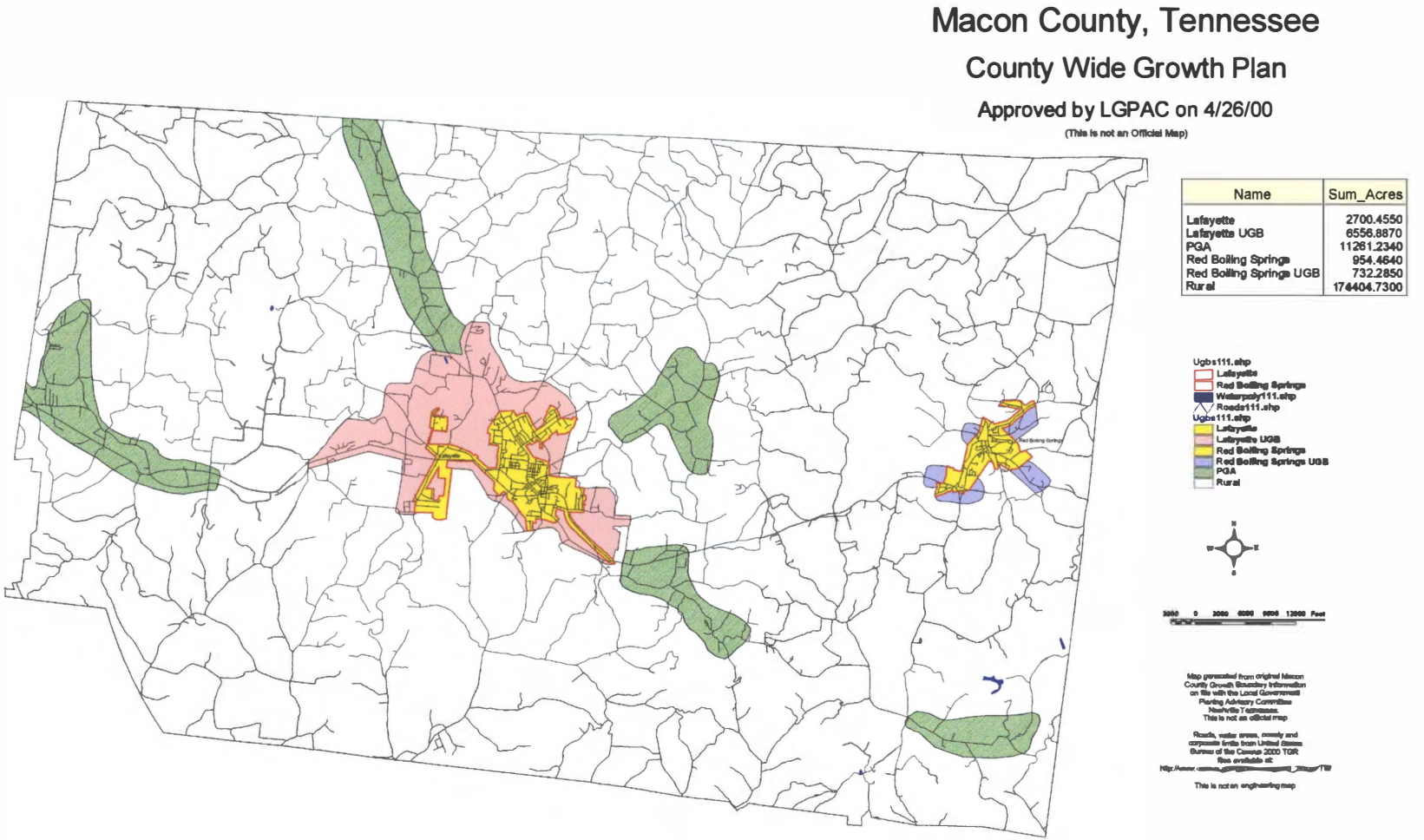


Figure 55. Map of Macon County Growth Plan

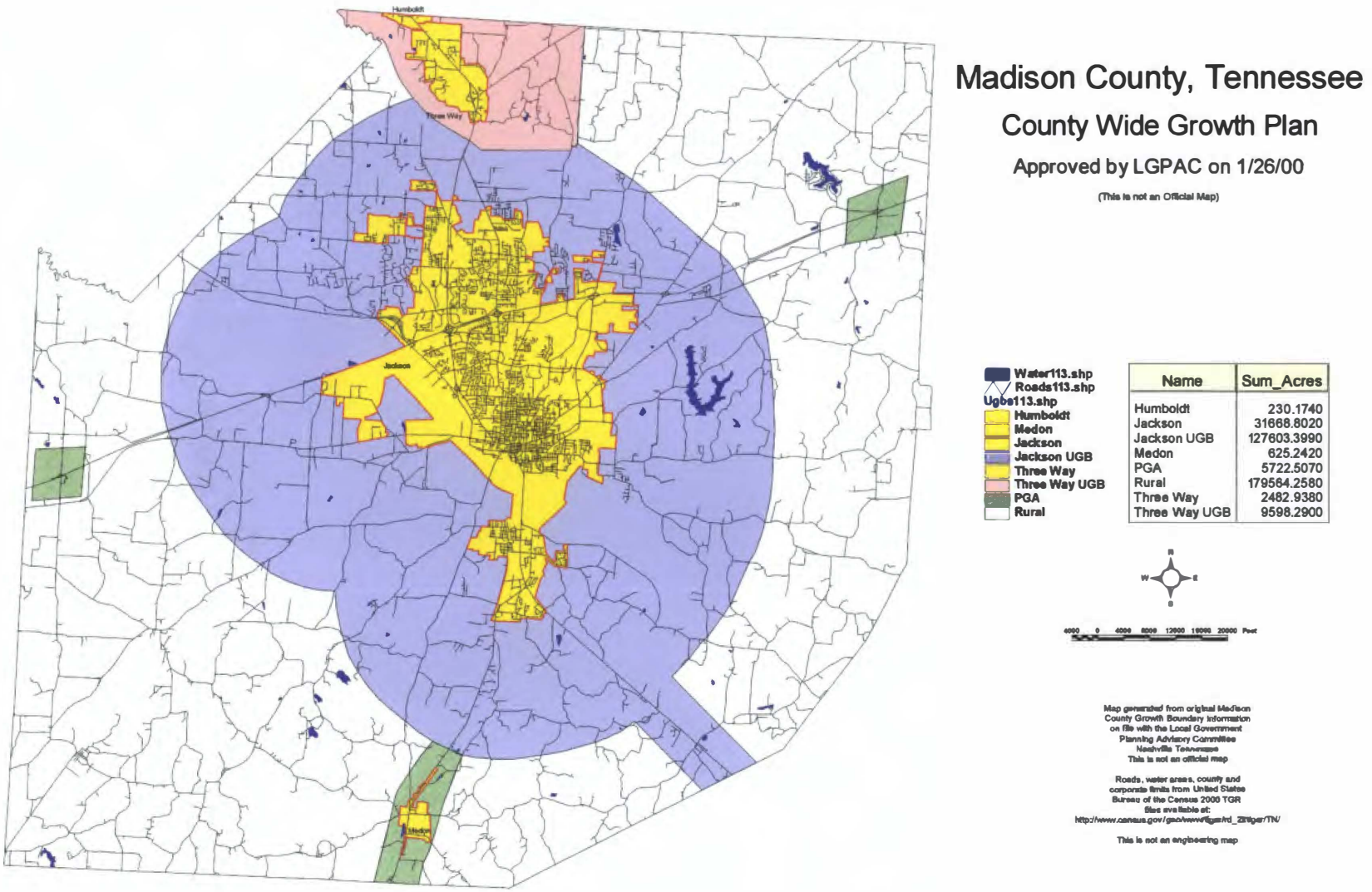


Figure 56. Map of Madison County Growth Plan

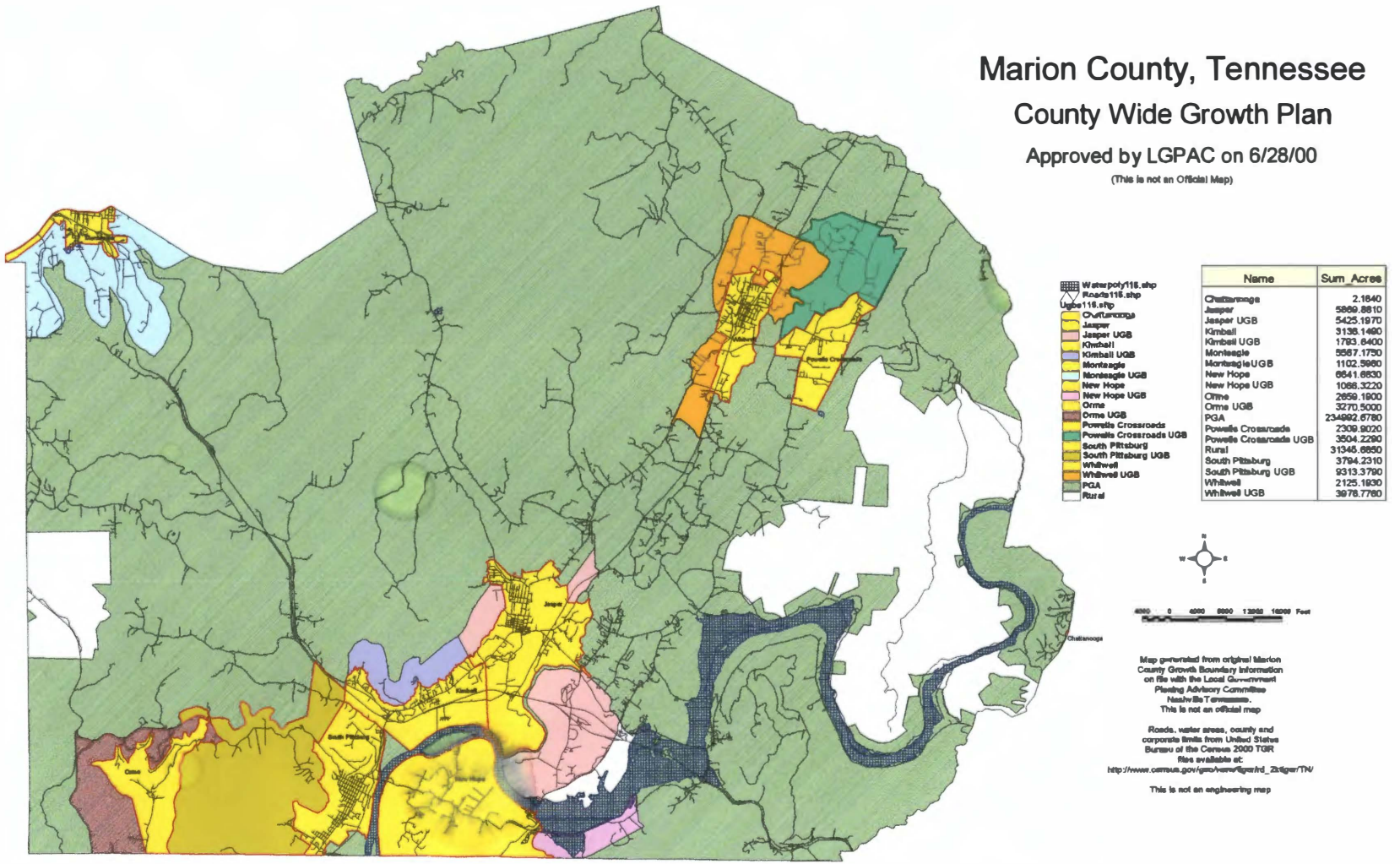


Figure 57. Map of Marion County Growth Plan

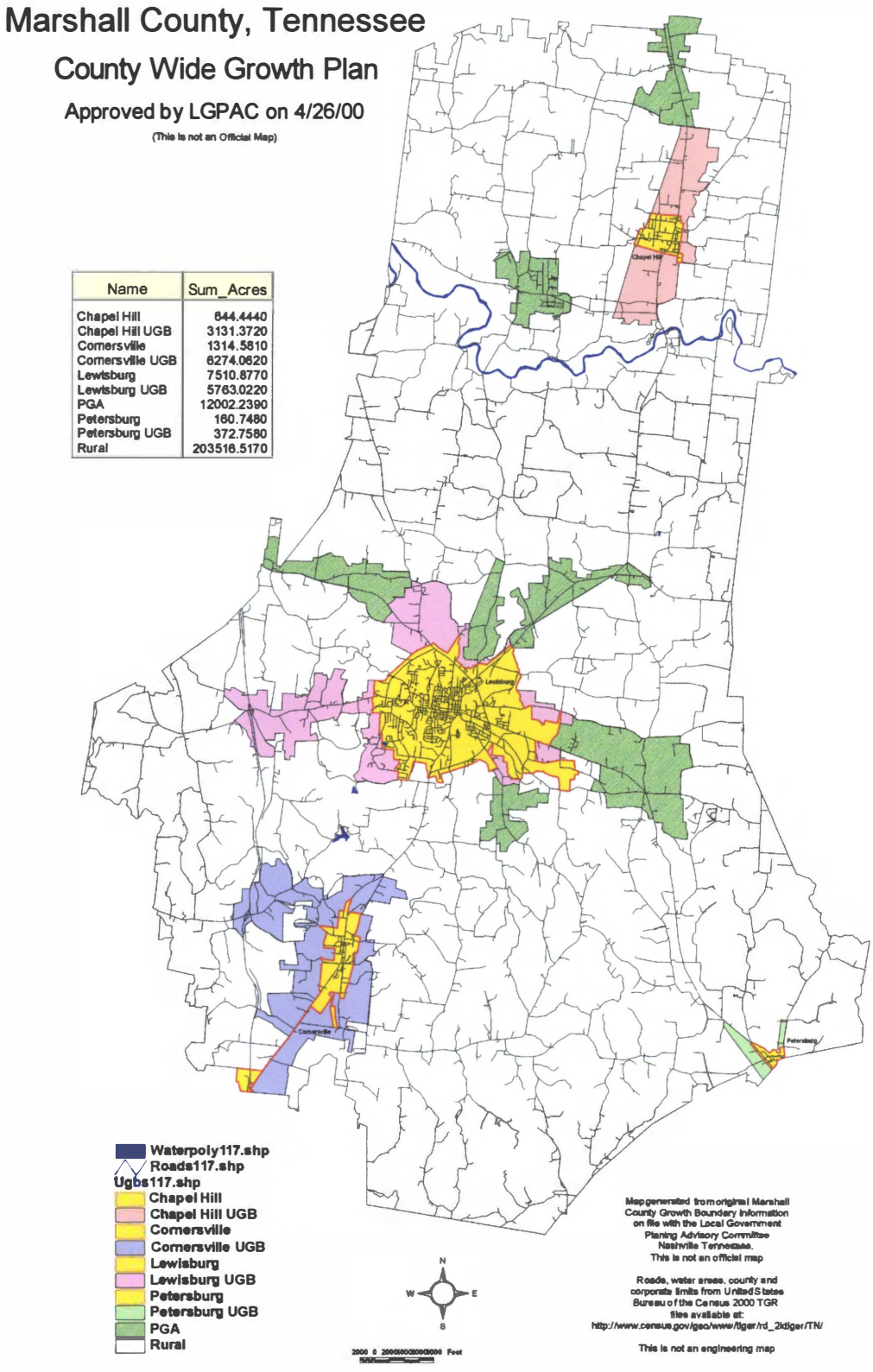


Figure 58. Map of Marshall County Growth Plan

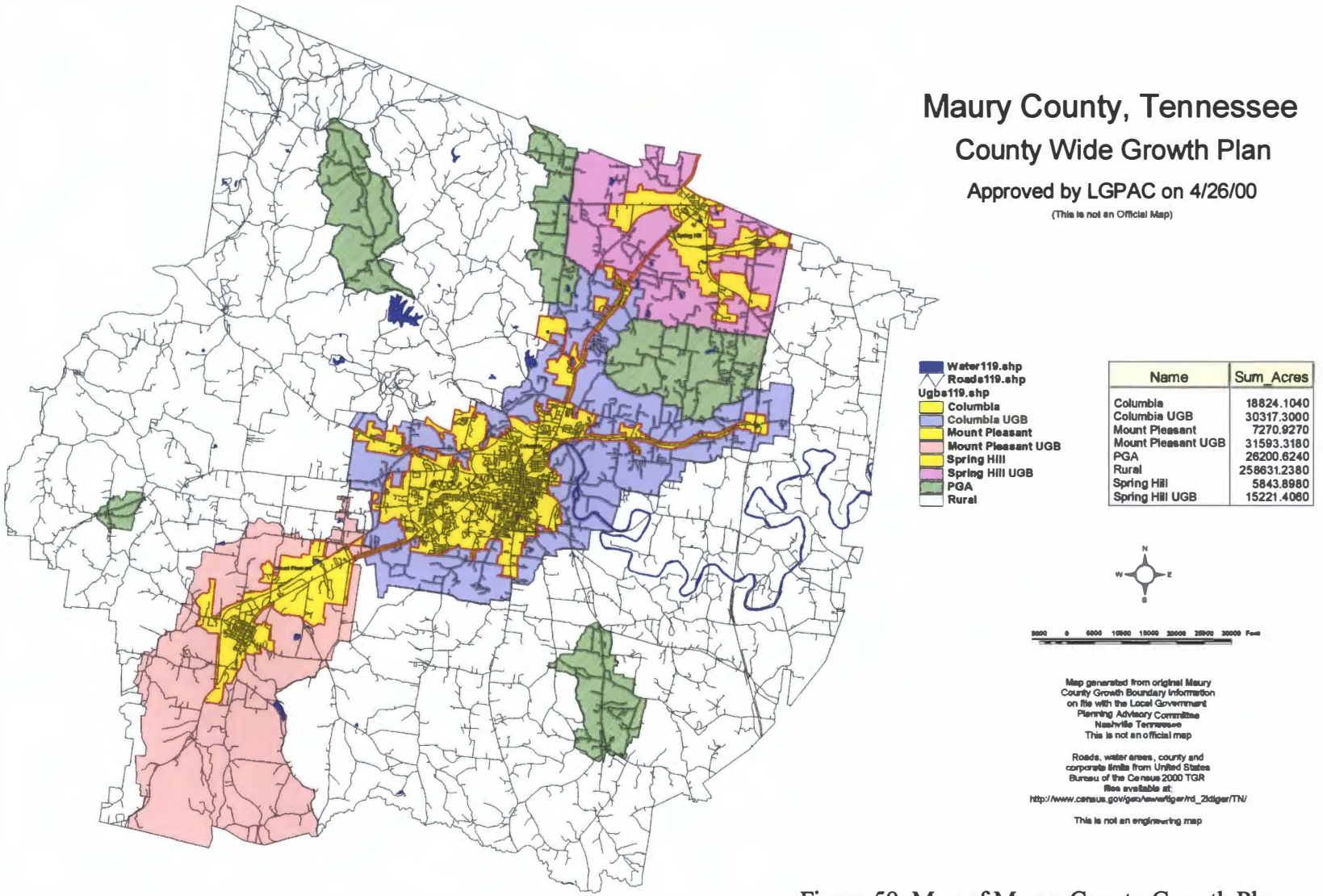


Figure 59. Map of Maury County Growth Plan

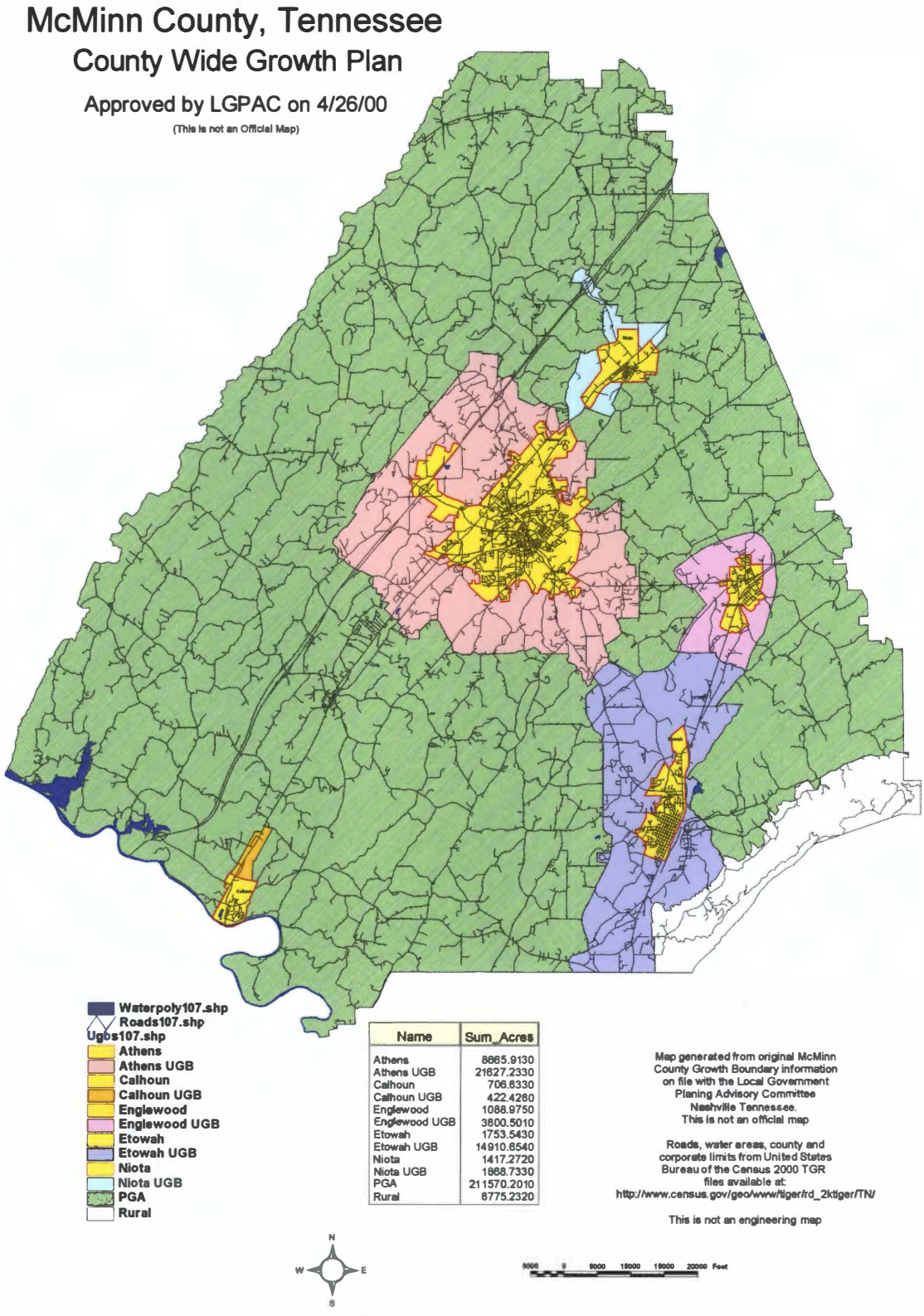


Figure 60. Map of McMinn County Growth Plan

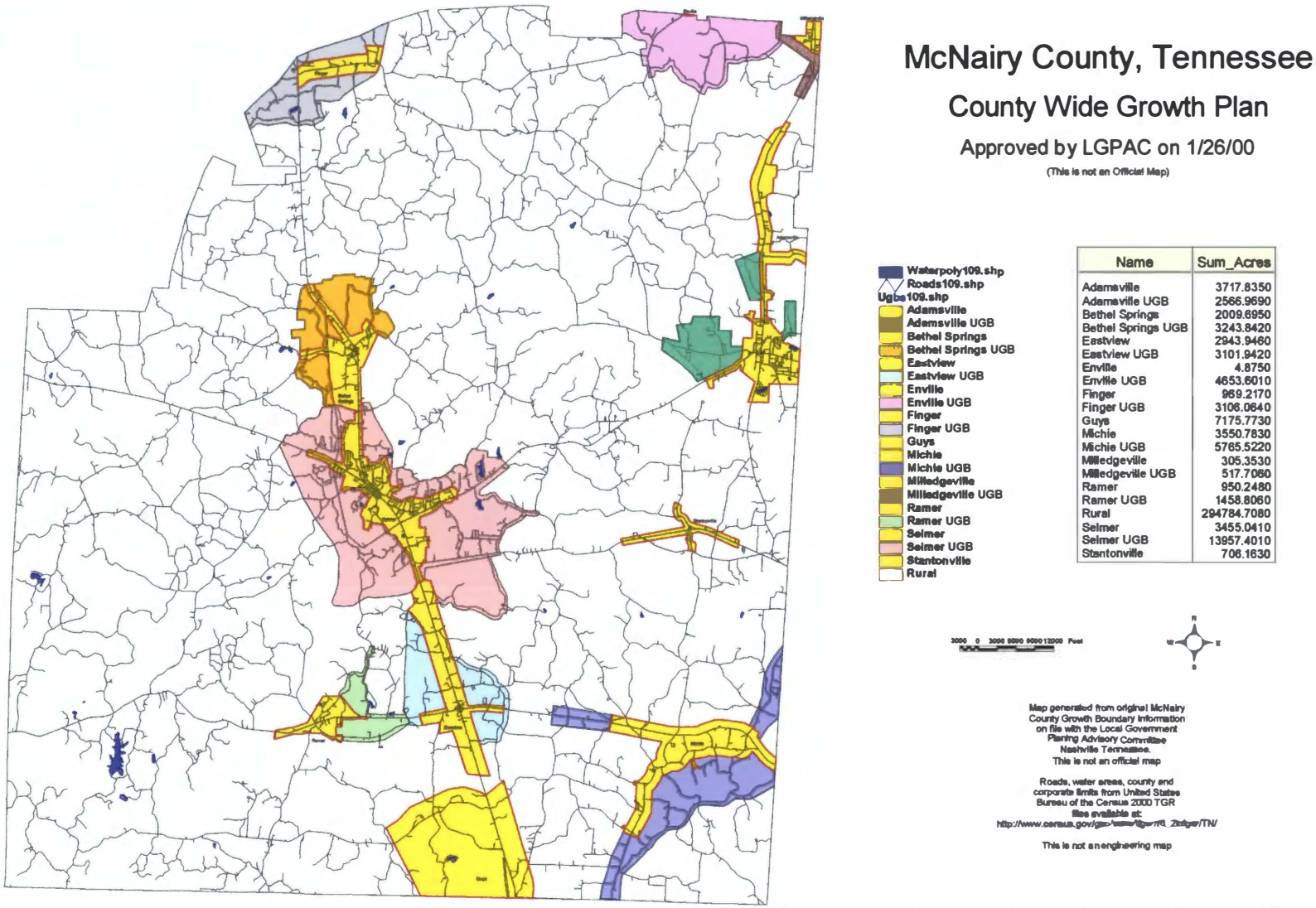


Figure 61. Map of McNairy County Growth Plan

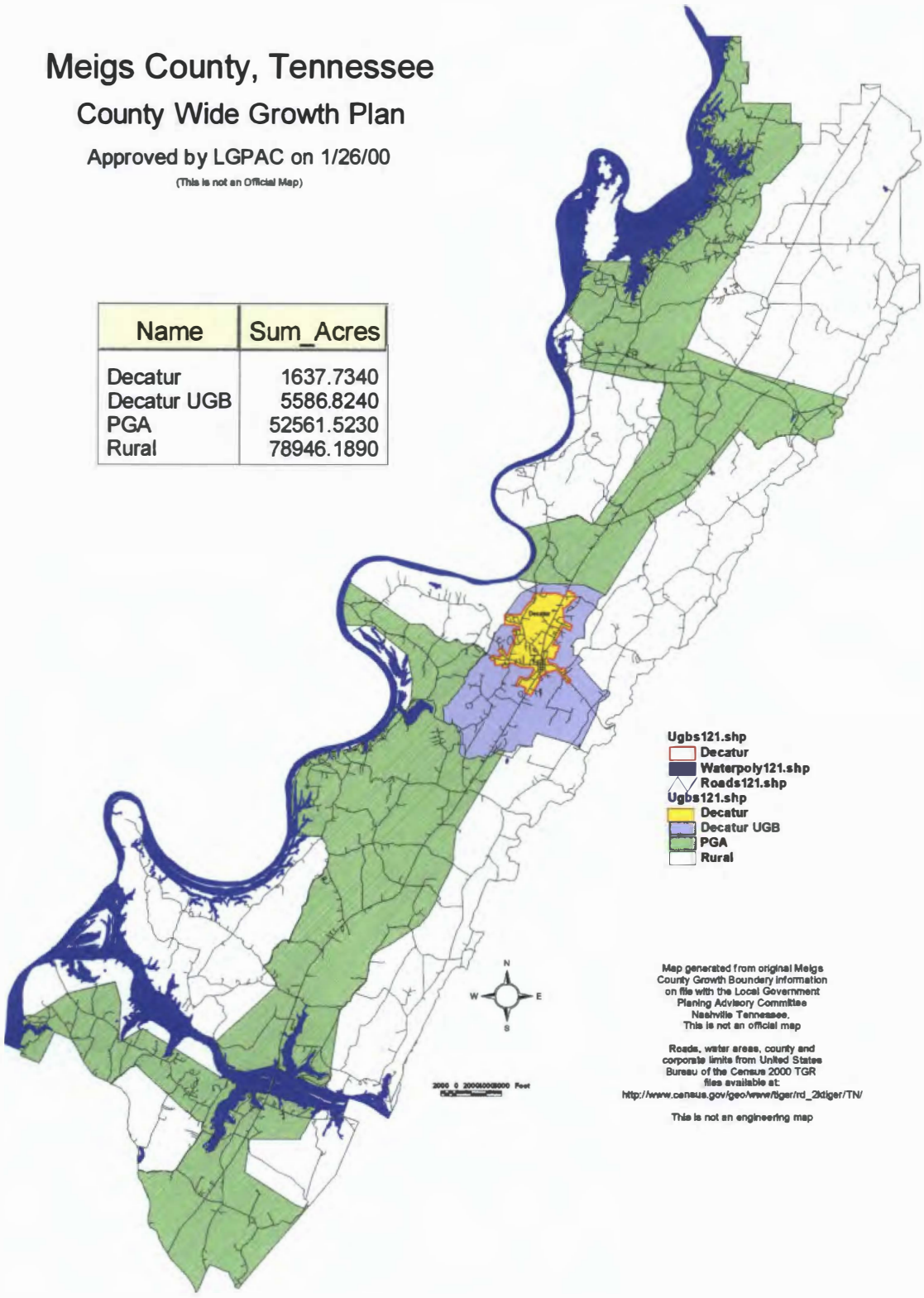


Figure 62. Map of Meigs County Growth Plan

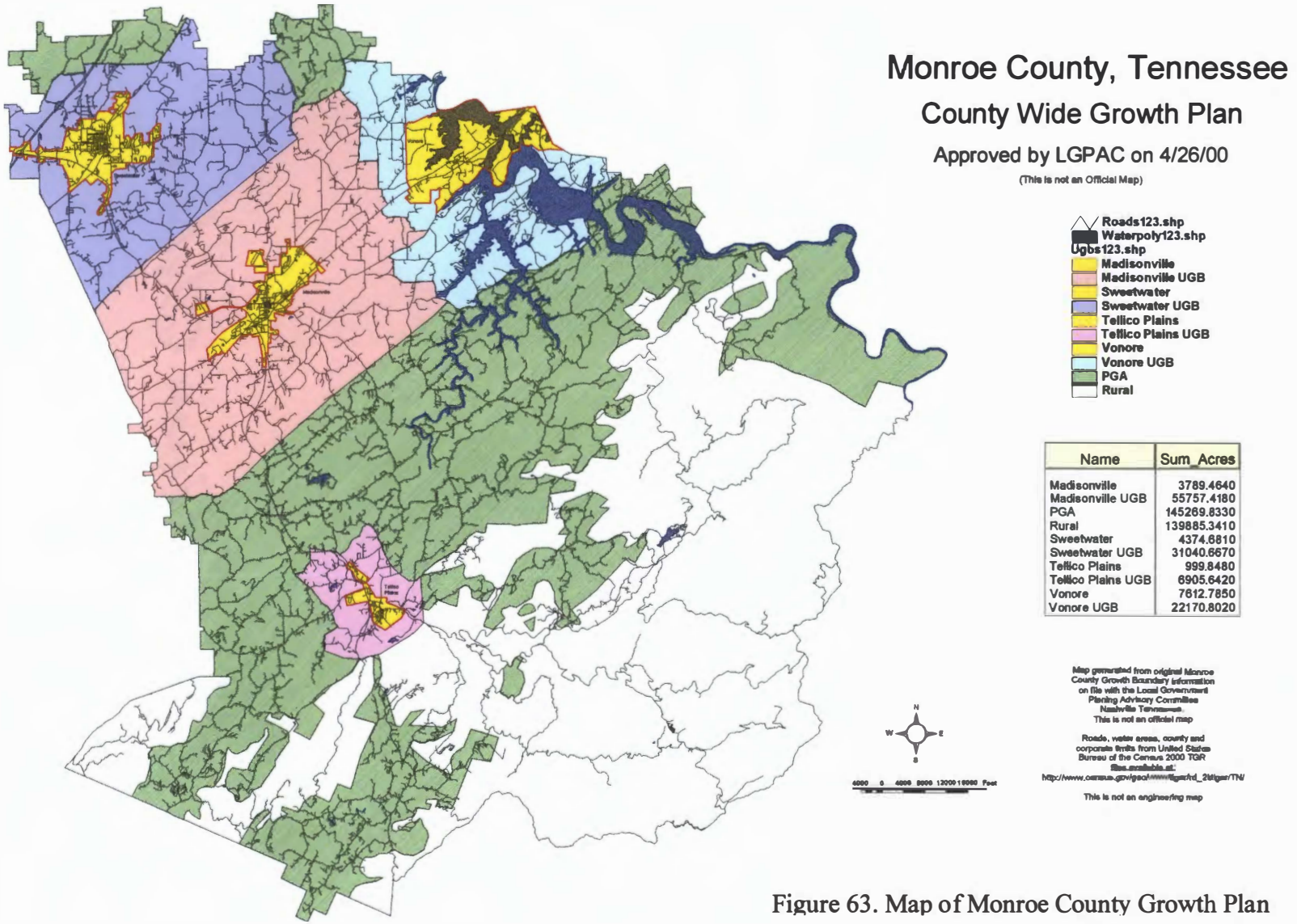


Figure 63. Map of Monroe County Growth Plan

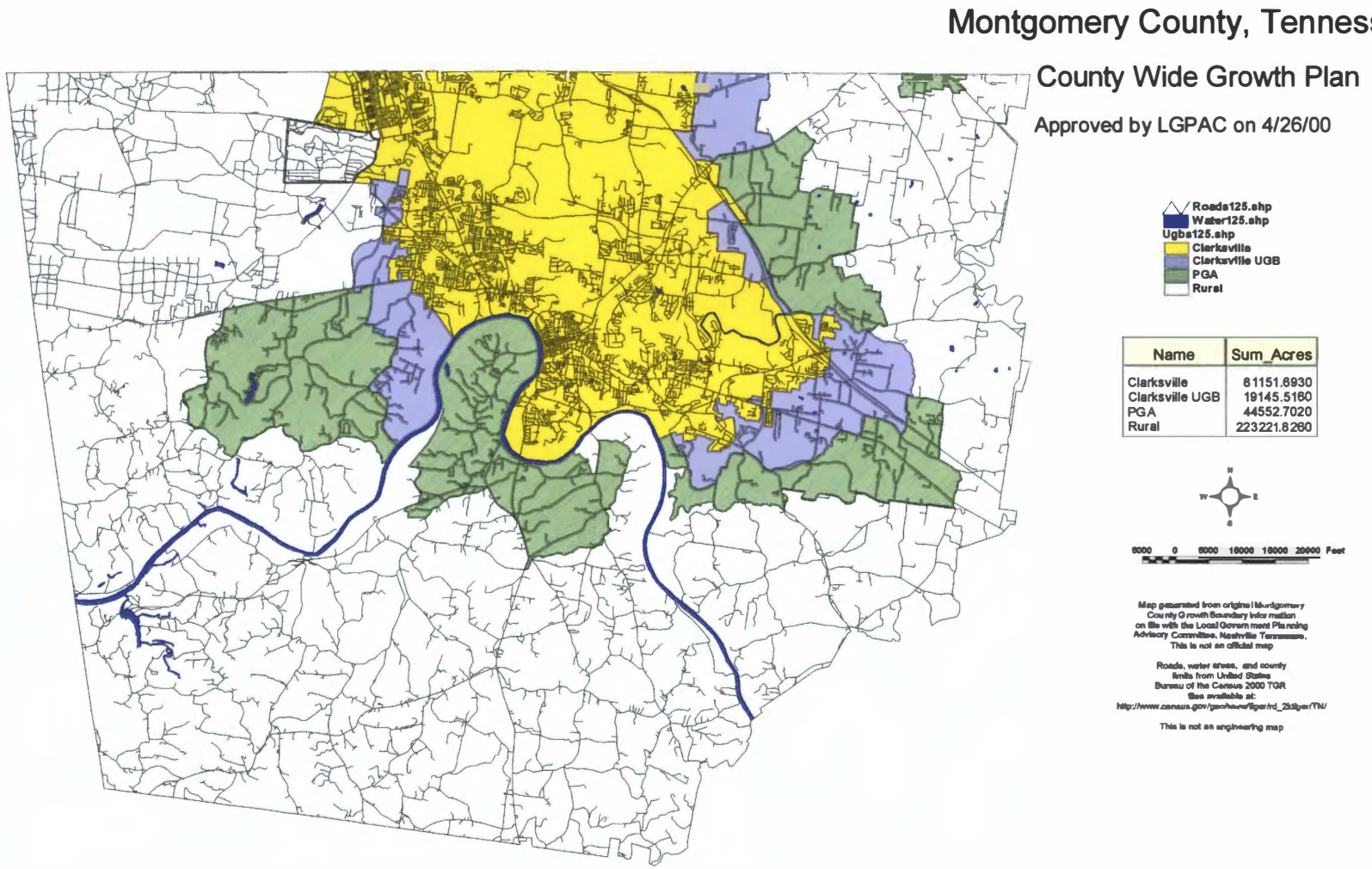


Figure 64. Map of Montgomery County Growth

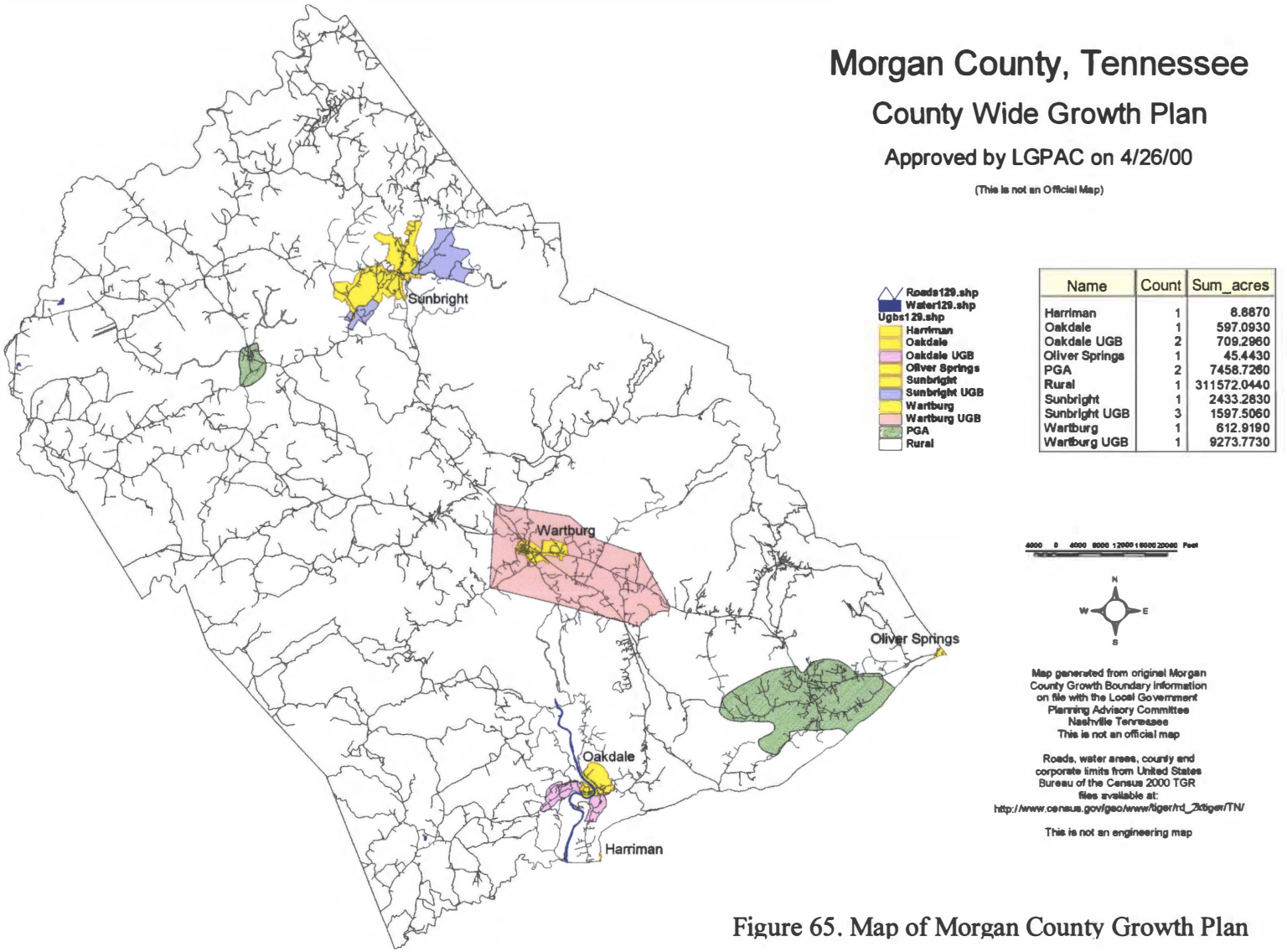
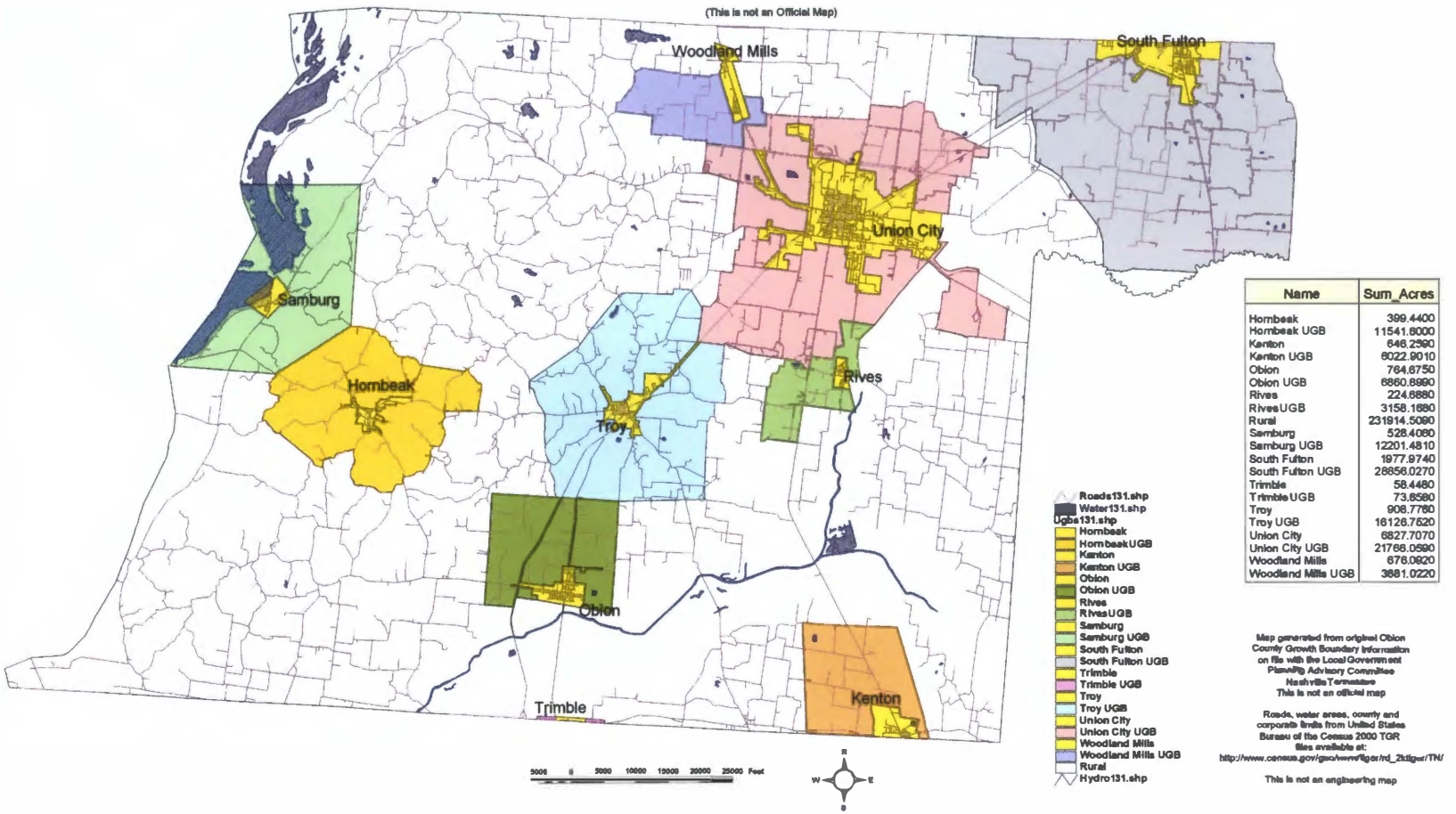


Figure 65. Map of Morgan County Growth Plan

Obion County, Tennessee

County Wide Growth Plan

Approved by LGPAC on 1/26/00



Name	Sum_Acres
Hornbeak	399.4400
Hornbeak UGB	11541.6000
Kenton	646.2590
Kenton UGB	6022.9010
Obion	764.6750
Obion UGB	6860.8990
Rives	224.6880
Rives UGB	3158.1680
Rural	231914.5090
Samburg	528.4080
Samburg UGB	12201.4810
South Fulton	1977.9740
South Fulton UGB	28856.0270
Trimble	58.4480
Trimble UGB	73.8580
Troy	908.7760
Troy UGB	16126.7620
Union City	6827.7070
Union City UGB	21766.0590
Woodland Mills	676.0920
Woodland Mills UGB	3881.0220

Figure 66. Map of Obion County Growth Plan

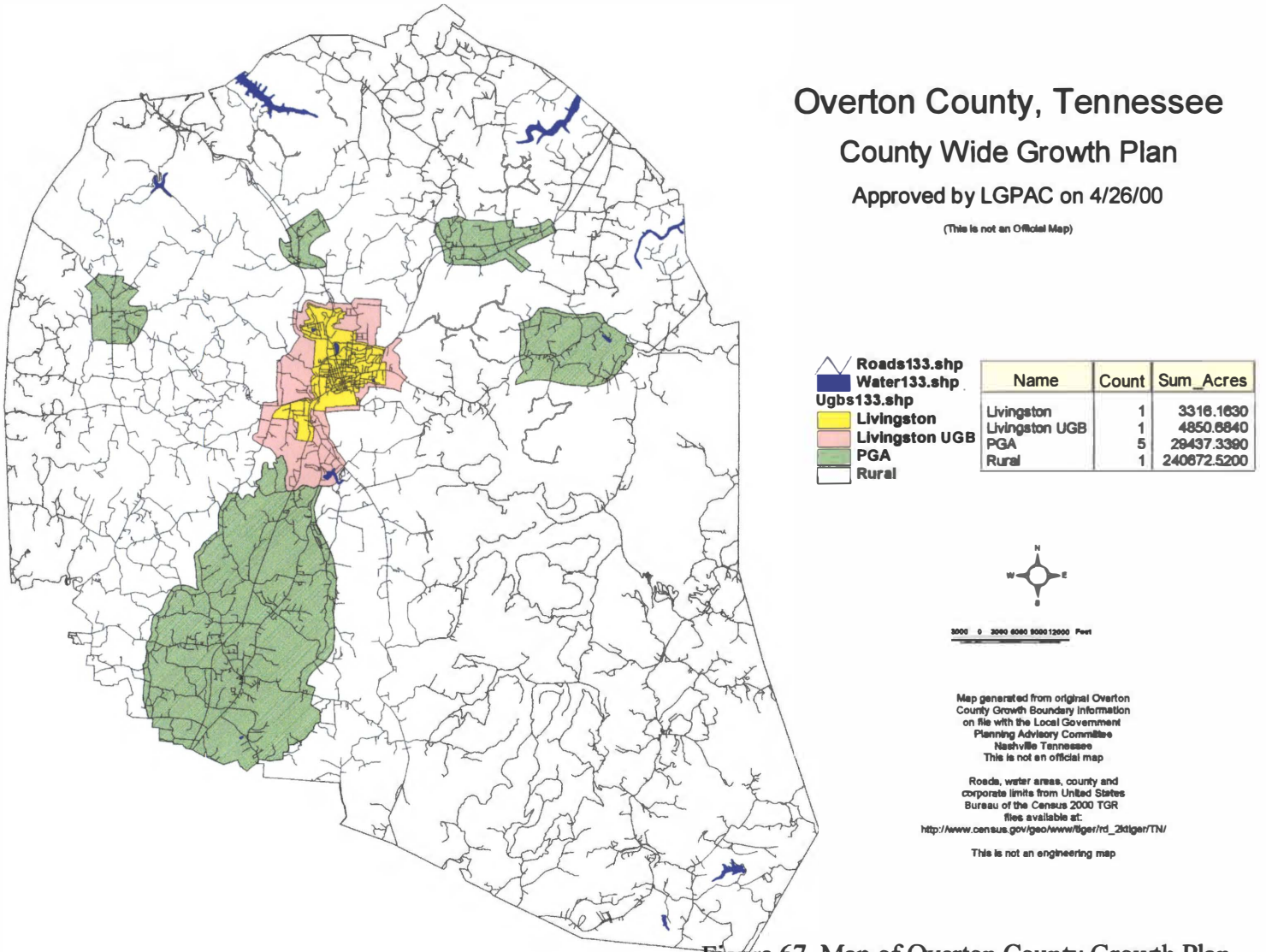


Figure 67. Map of Overton County Growth Plan

Perry County, Tennessee

County Wide Growth Plan

Approved by LGPAC on 1/26/00

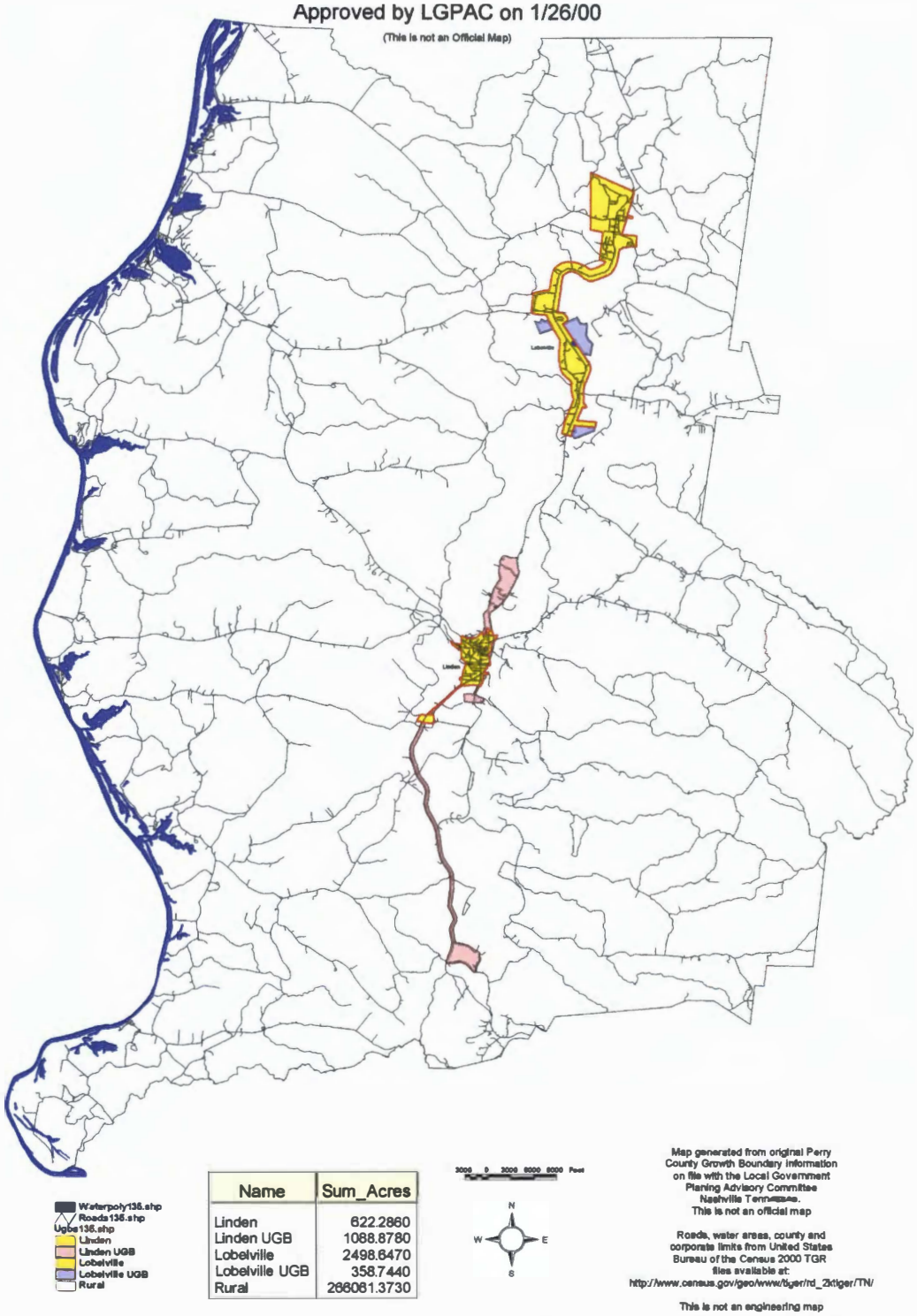


Figure 68. Map of Perry County Growth Plan

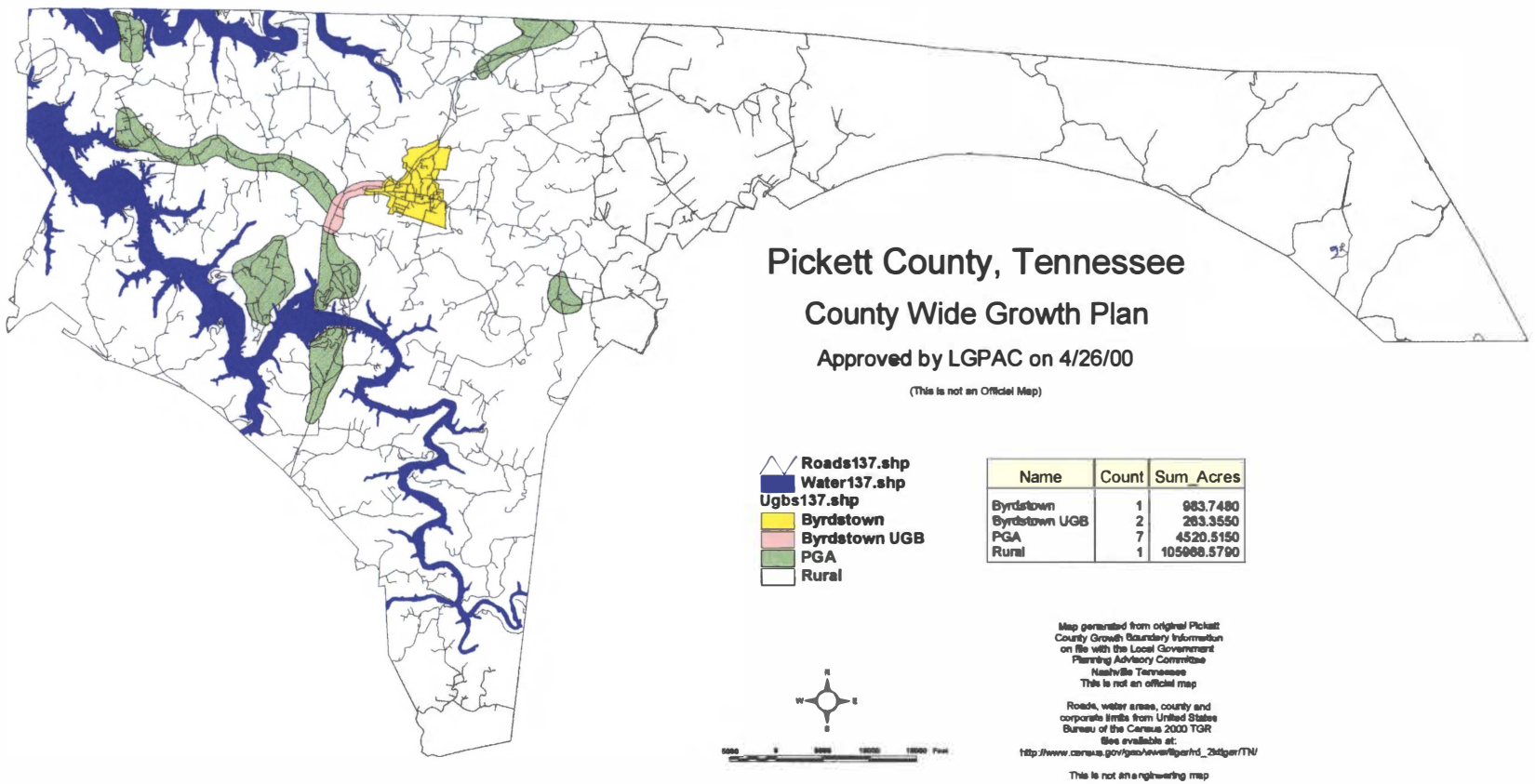


Figure 69. Map of Pickett County Growth Plan

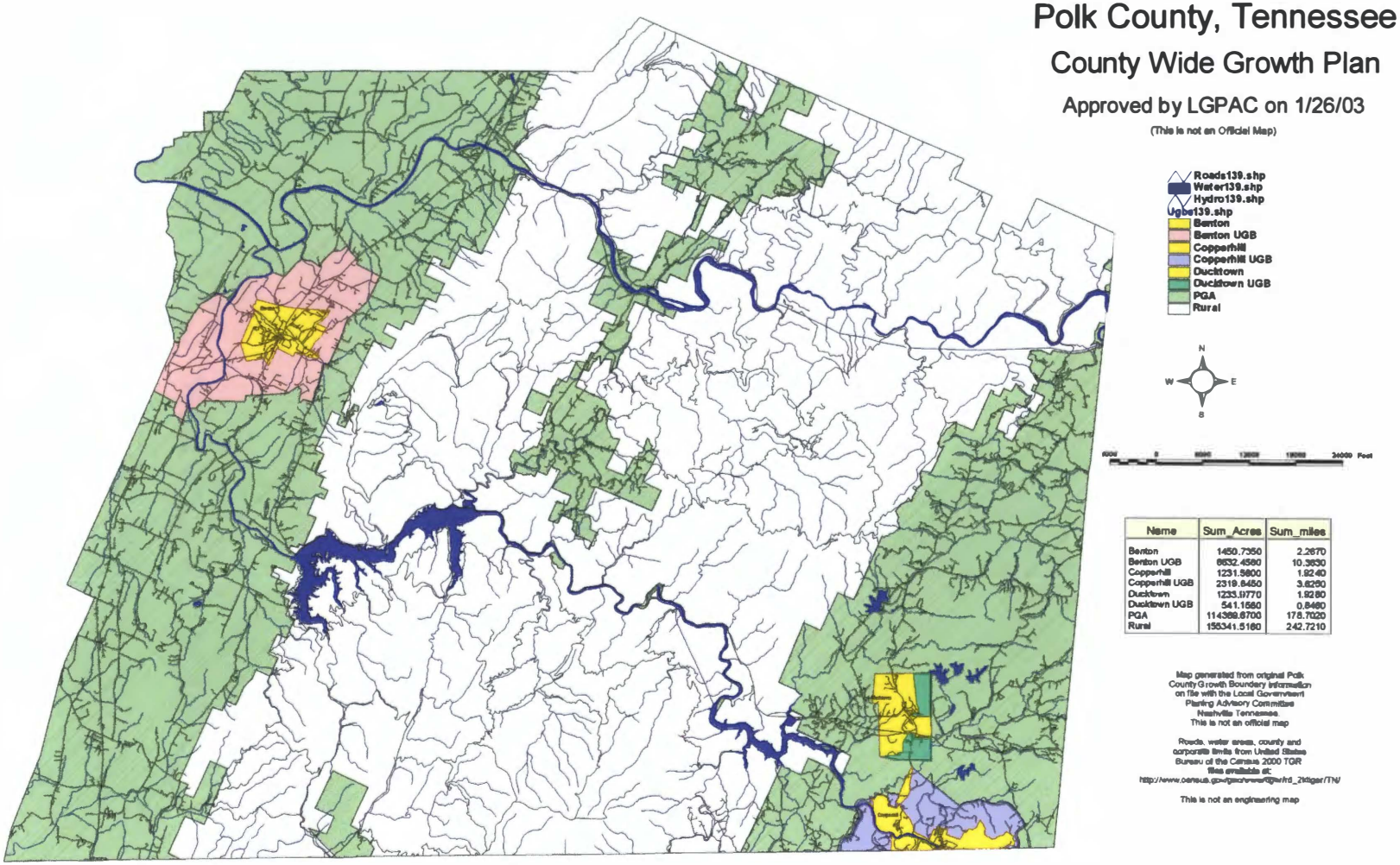
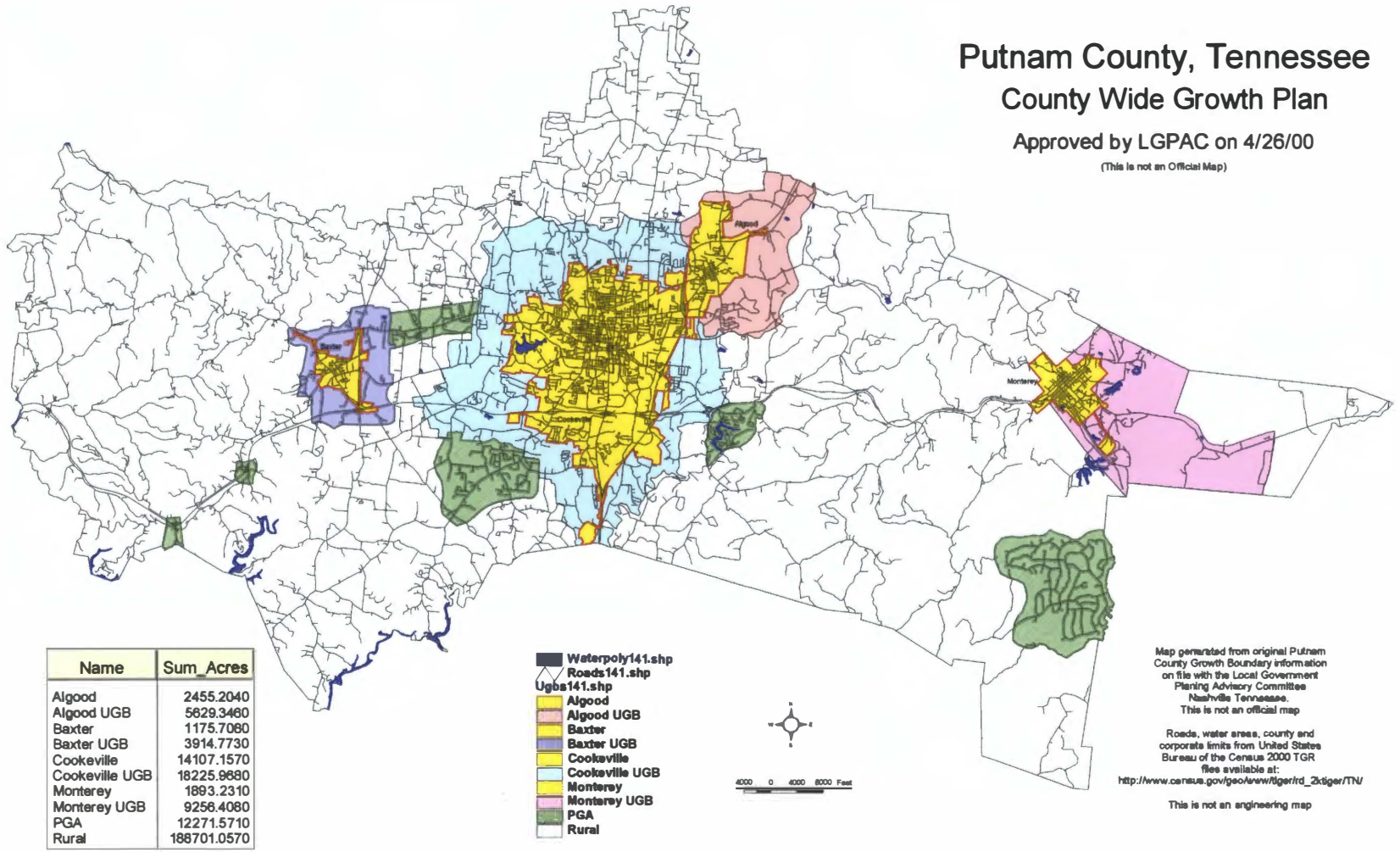


Figure 70. Map of Polk County Growth Plan



Name	Sum_Acres
Algood	2455.2040
Algood UGB	5629.3460
Baxter	1175.7080
Baxter UGB	3914.7730
Cookeville	14107.1570
Cookeville UGB	18225.9680
Monterey	1893.2310
Monterey UGB	9256.4080
PGA	12271.5710
Rural	188701.0570

Figure 71. Map of Putnam County Growth Plan

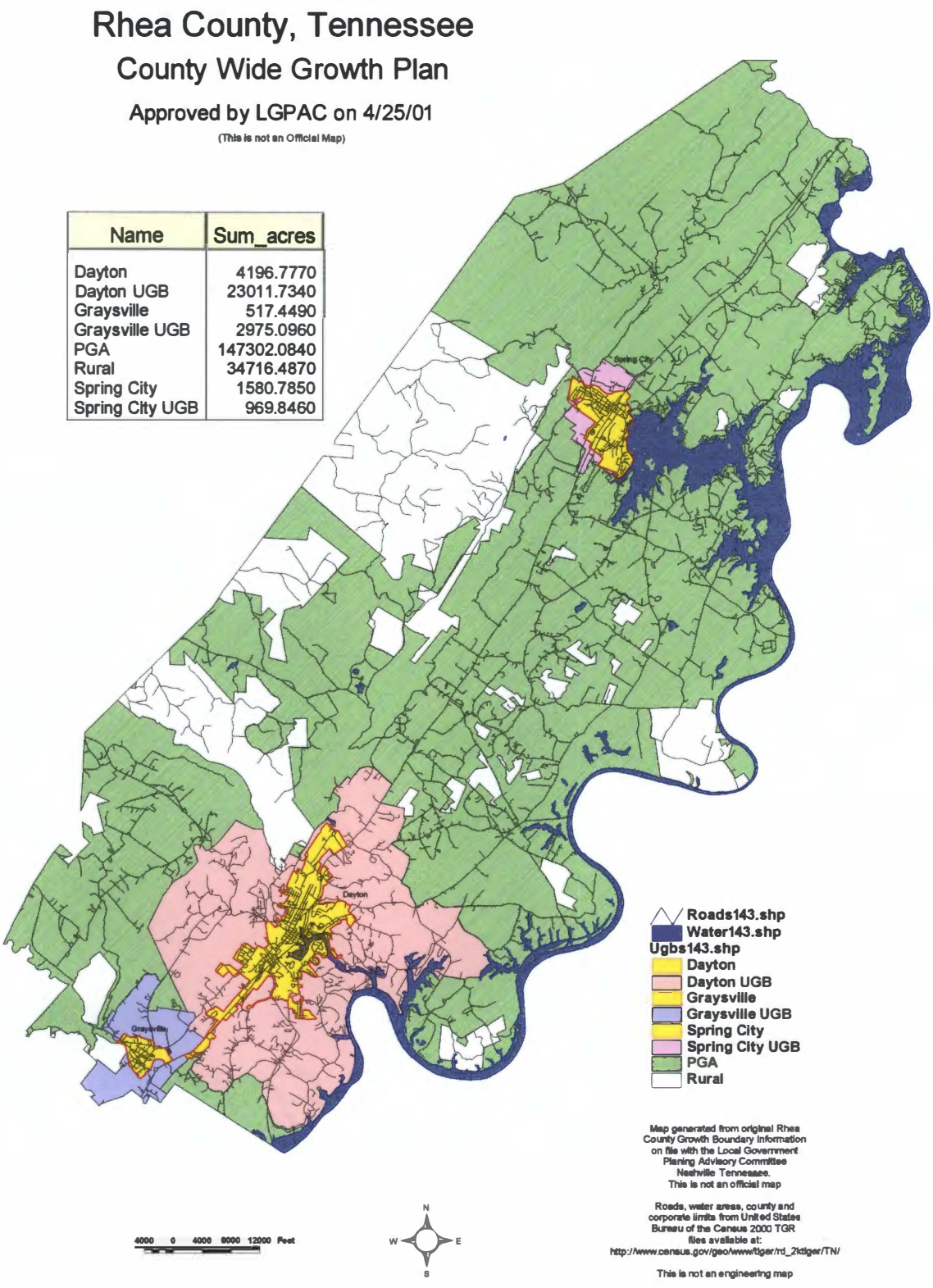


Figure 72. Map of Rhea County Growth Plan

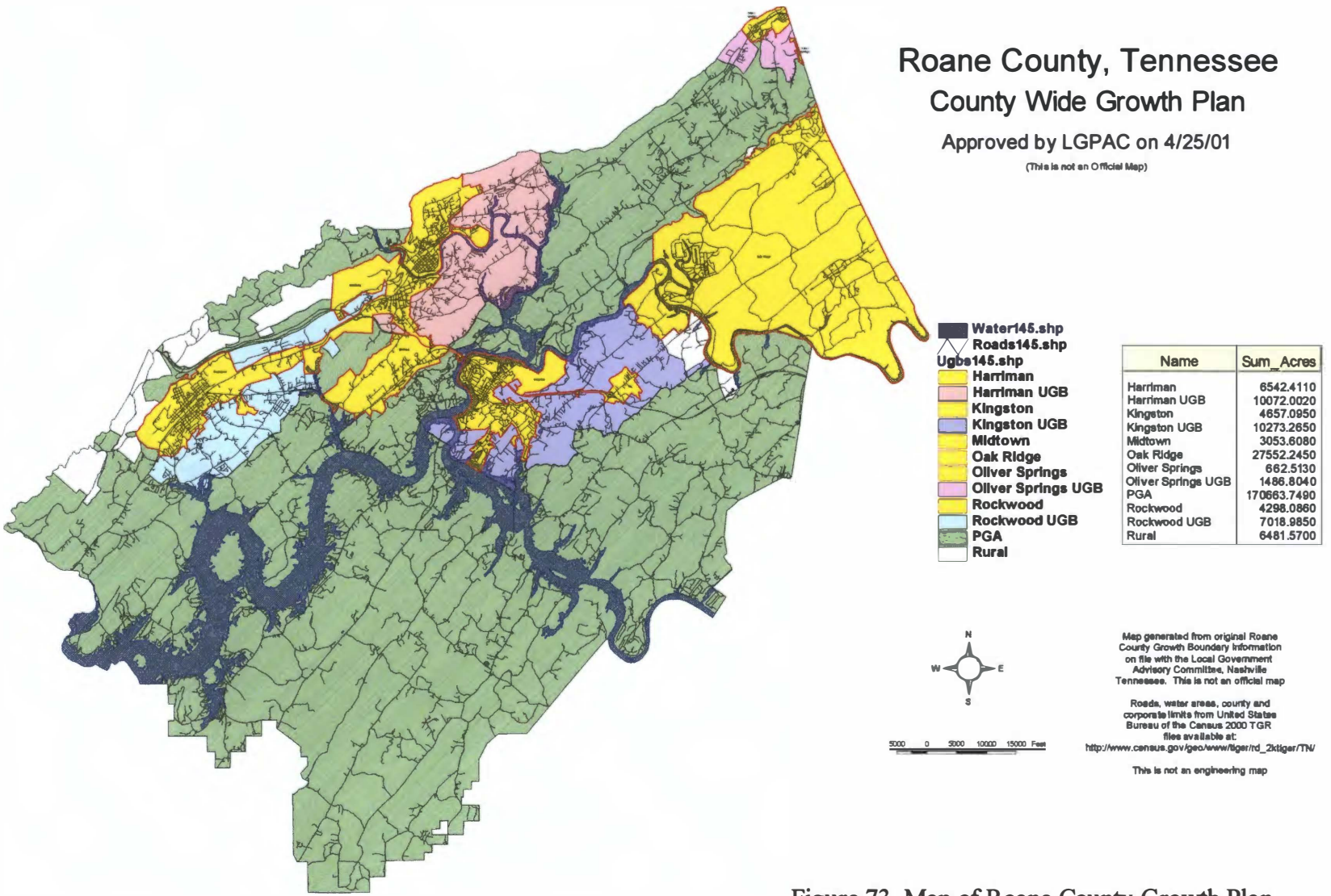


Figure 73. Map of Roane County Growth Plan

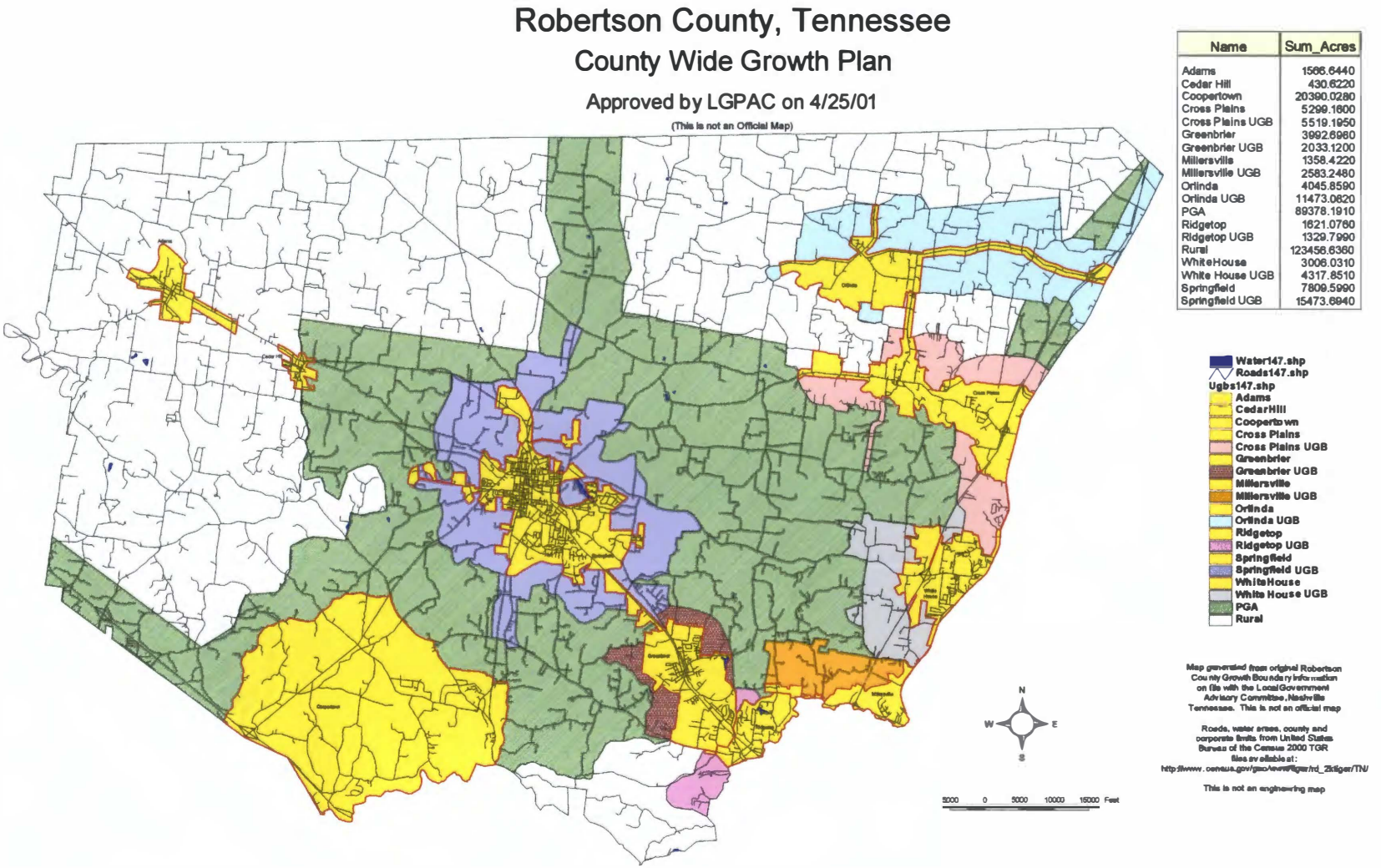


Figure 74. Map of Robertson County Growth Plan

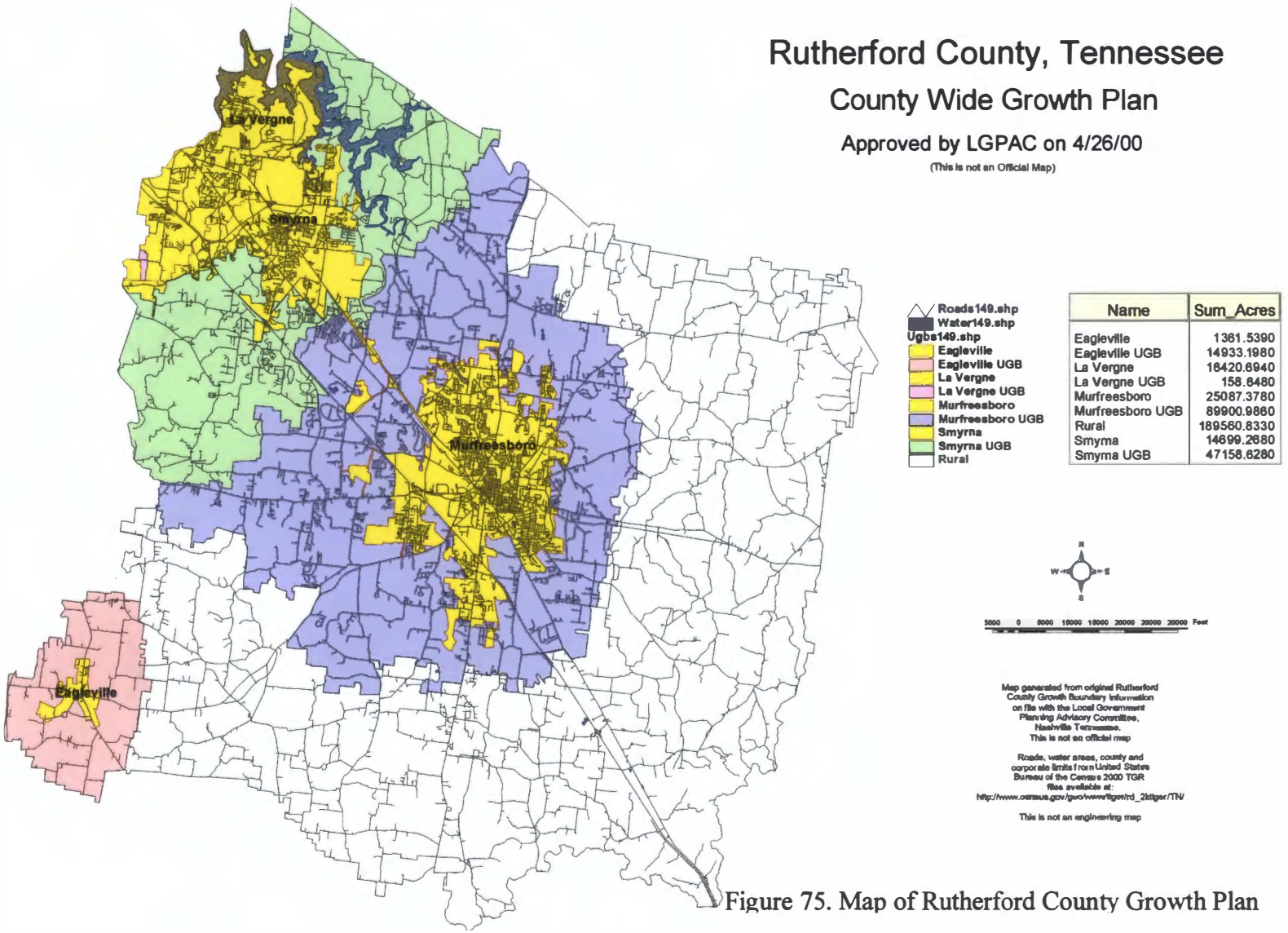


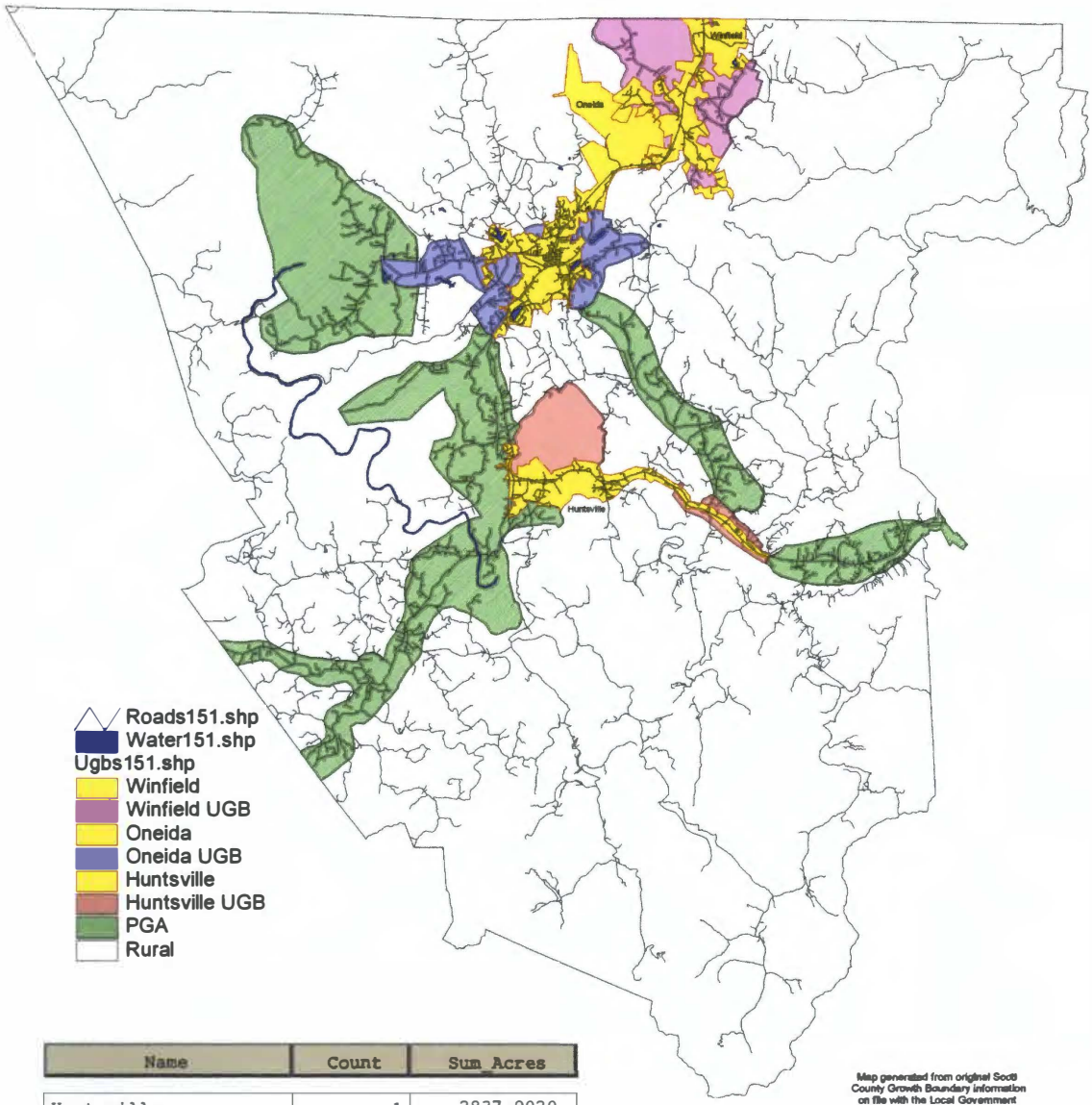
Figure 75. Map of Rutherford County Growth Plan

Scott County, Tennessee

County Wide Growth Plan

Approved by LGPAC on 6/28/00

(This is not an Official Map)



Name	Count	Sum_Acres
Huntsville	1	2837.9020
Huntsville UGB	4	3378.5610
Oneida	1	6548.0610
Oneida UGB	3	4375.6390
PGA	4	36922.7940
Rural	5	278519.4820
Winfield	2	4086.5700
Winfield UGB	9	4593.4110

Figure 76. Map of Scott County Growth Plan

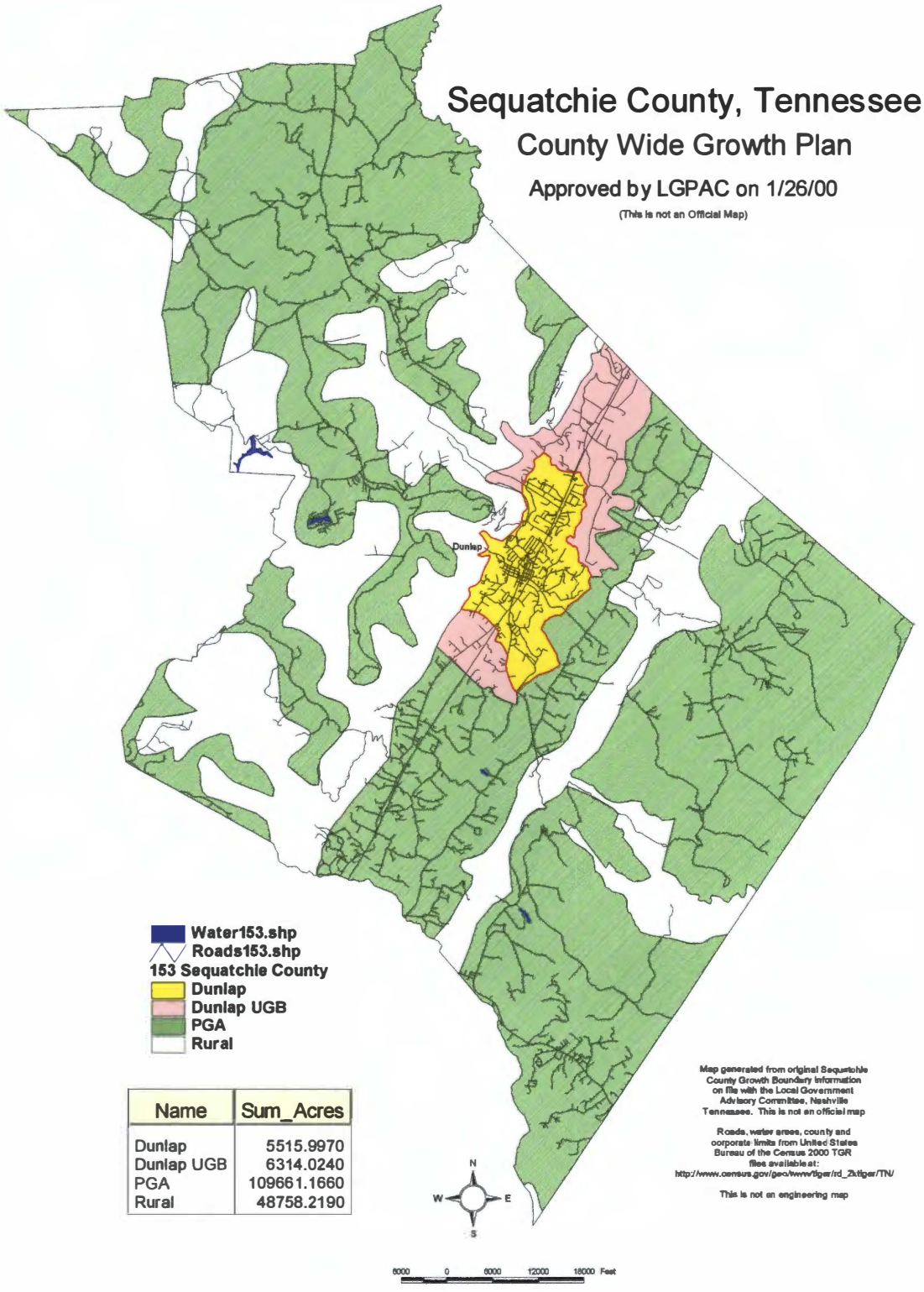
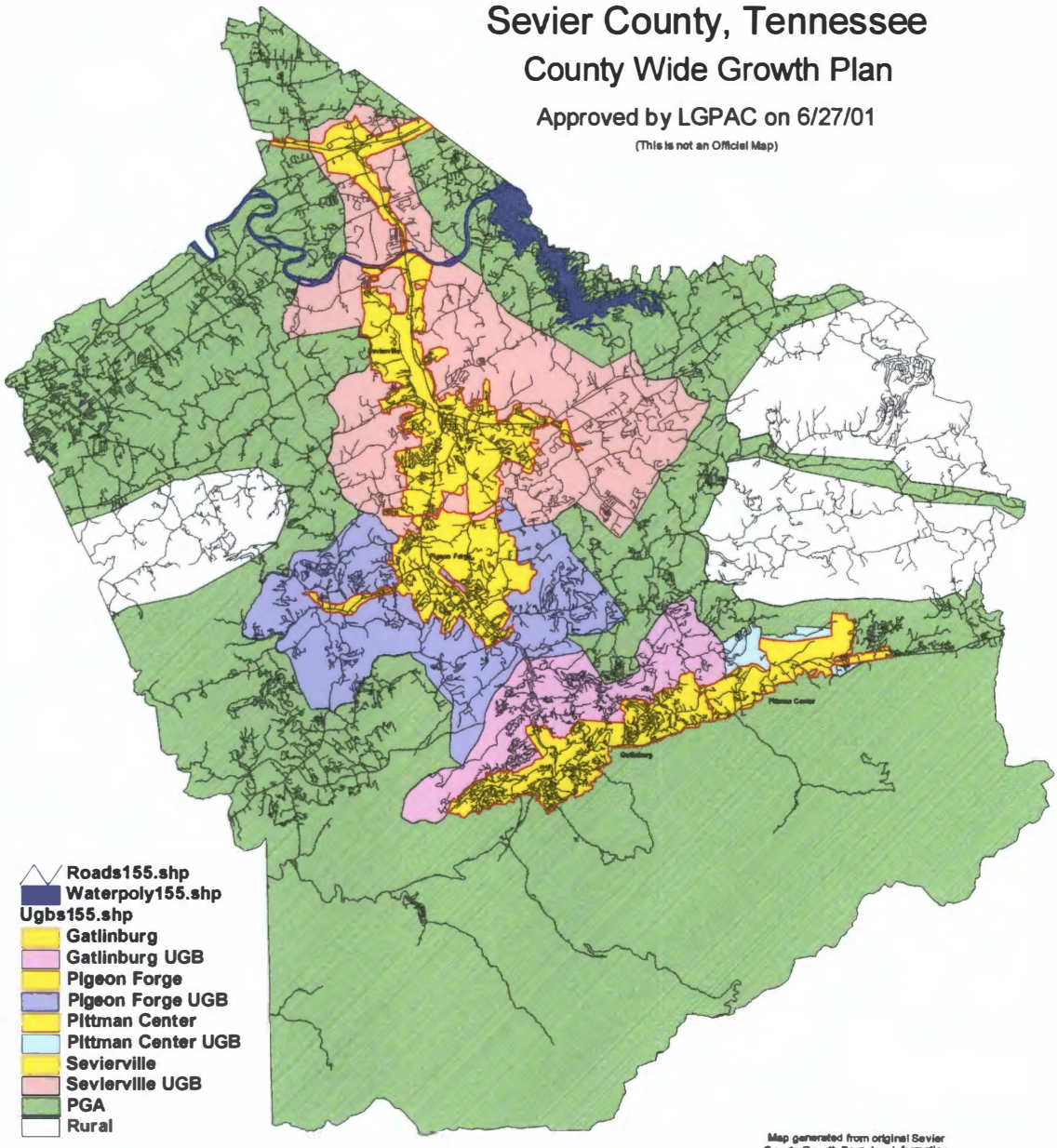


Figure 77. Map of Sequatchie County Growth Plan



Name	Sum_Acres
Gatlinburg	6490.7050
Gatlinburg UGB	10707.7720
PGA	240639.2880
Pigeon Forge	7219.1470
Pigeon Forge UGB	20598.8360
Pittman Center	3408.0700
Pittman Center UGB	1226.6040
Rural	44898.3240
Sevierville	13502.9370
Sevierville UGB	33824.3500

Figure 78. Map of Sevier County Growth Plan

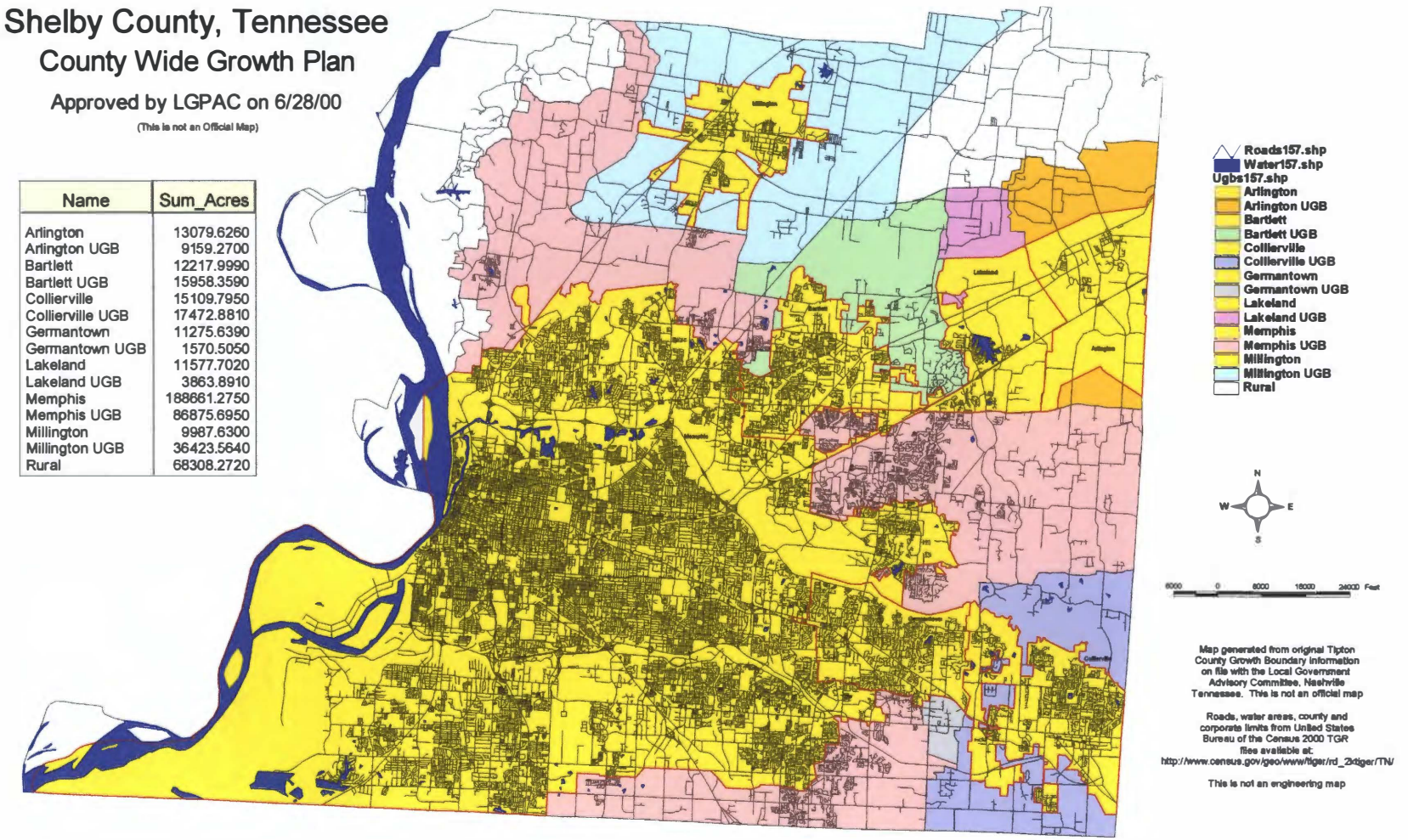
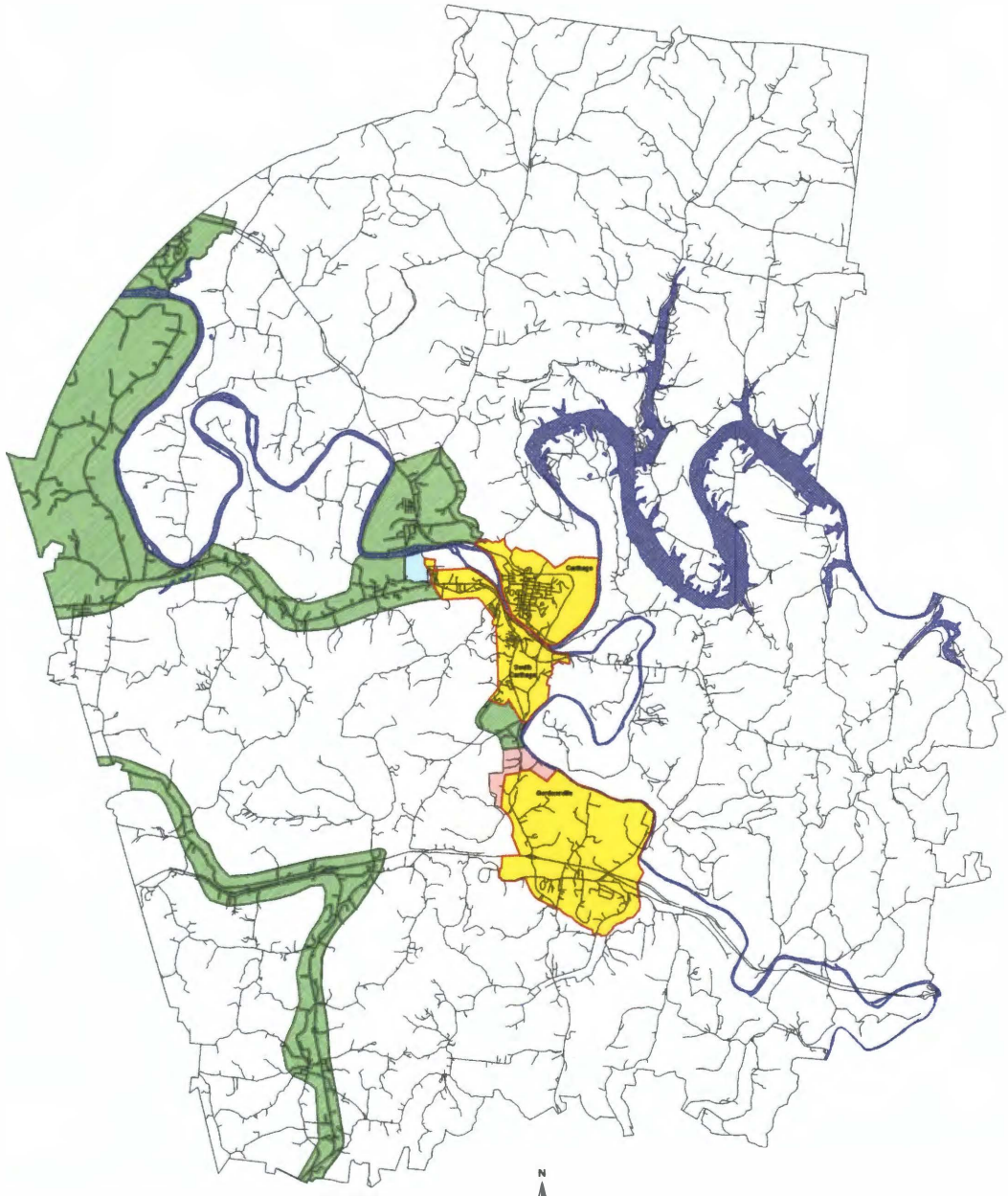


Figure 79. Map of Shelby County Growth Plan

Smith County, Tennessee
County Wide Growth Plan
Approved by LGPAC on 6/28/00

(This is not an Official Map)



Name	Sum_Acres
Carthage	1836.3260
Gordonsville	4454.9400
Gordonsville UGB	351.2530
PGA	18307.5860
Rural	181387.7050
South Carthage	1717.5060
South Carthage UGB	159.1230

Figure 80. Map of Smith County Growth Plan

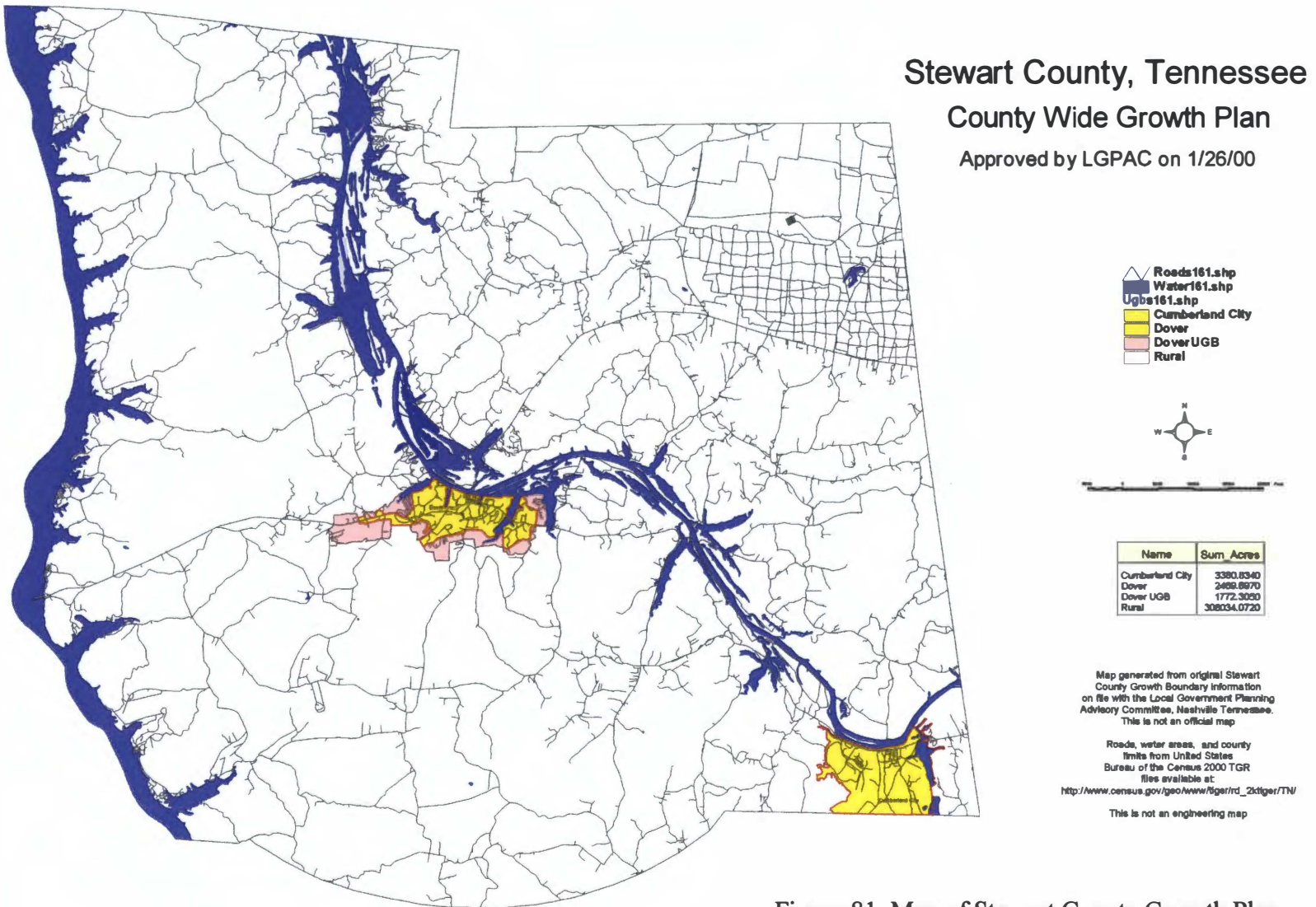
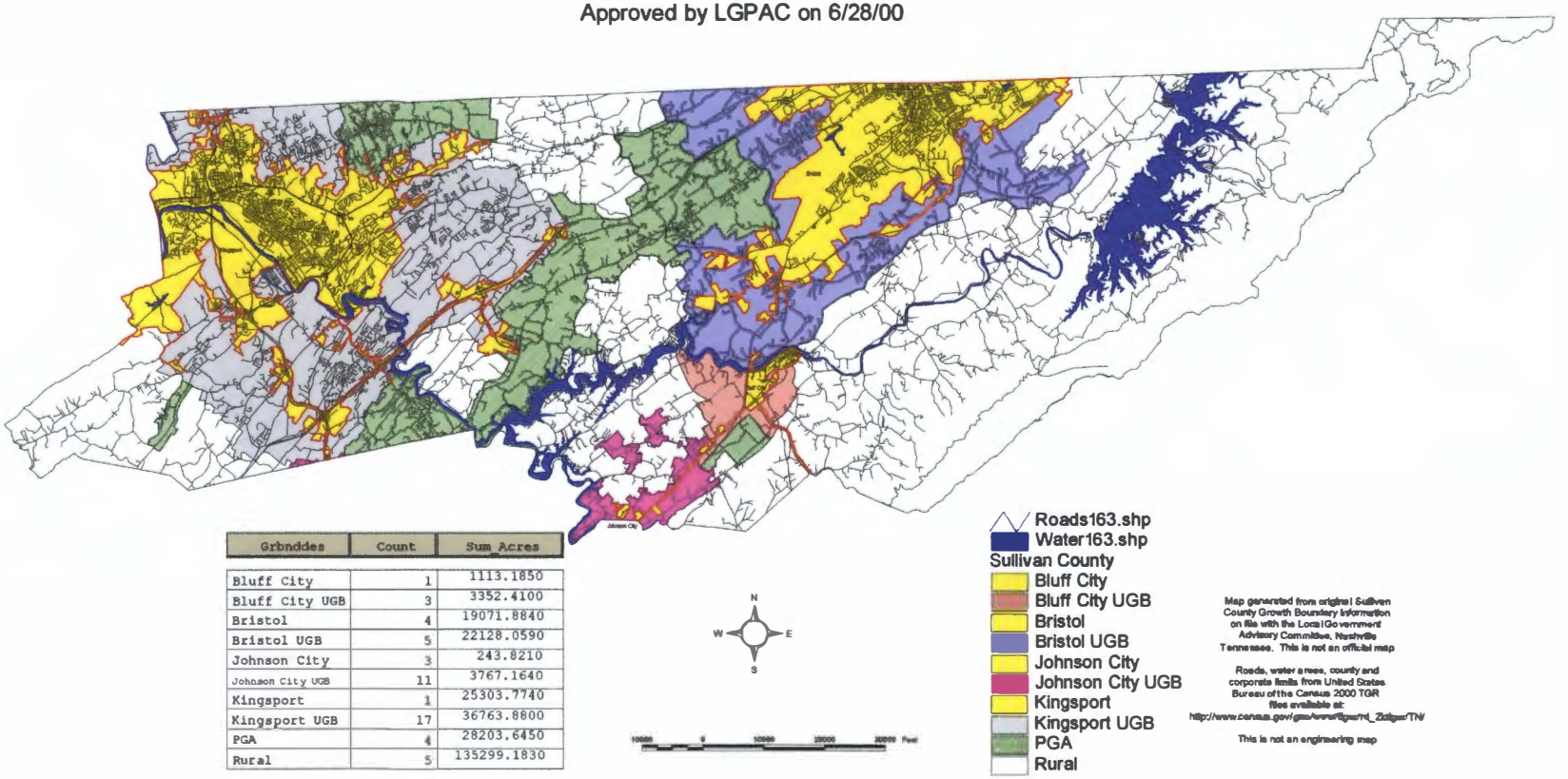


Figure 81. Map of Stewart County Growth Plan

Sullivan County, Tennessee

County Wide Growth Plan

Approved by LGPAC on 6/28/00



Grbnddes	Count	Sum_Acres
Bluff City	1	1113.1850
Bluff City UGB	3	3352.4100
Bristol	4	19071.8840
Bristol UGB	5	22128.0590
Johnson City	3	243.8210
Johnson City UGB	11	3767.1640
Kingsport	1	25303.7740
Kingsport UGB	17	36763.8800
PGA	4	28203.6450
Rural	5	135299.1830

Figure 82. Map of Sullivan County Growth Plan

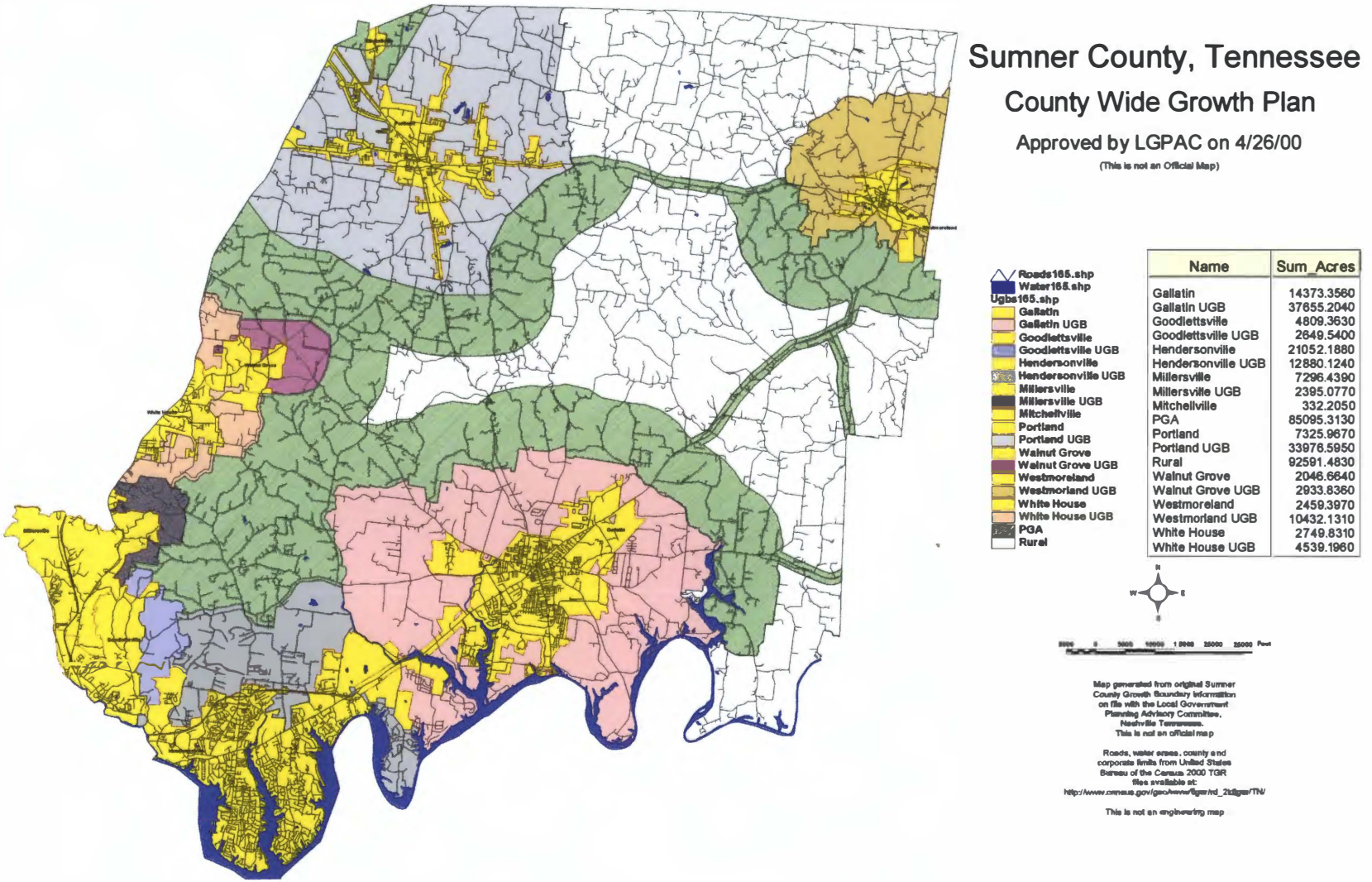


Figure 83. Map of Sumner County Growth Plan

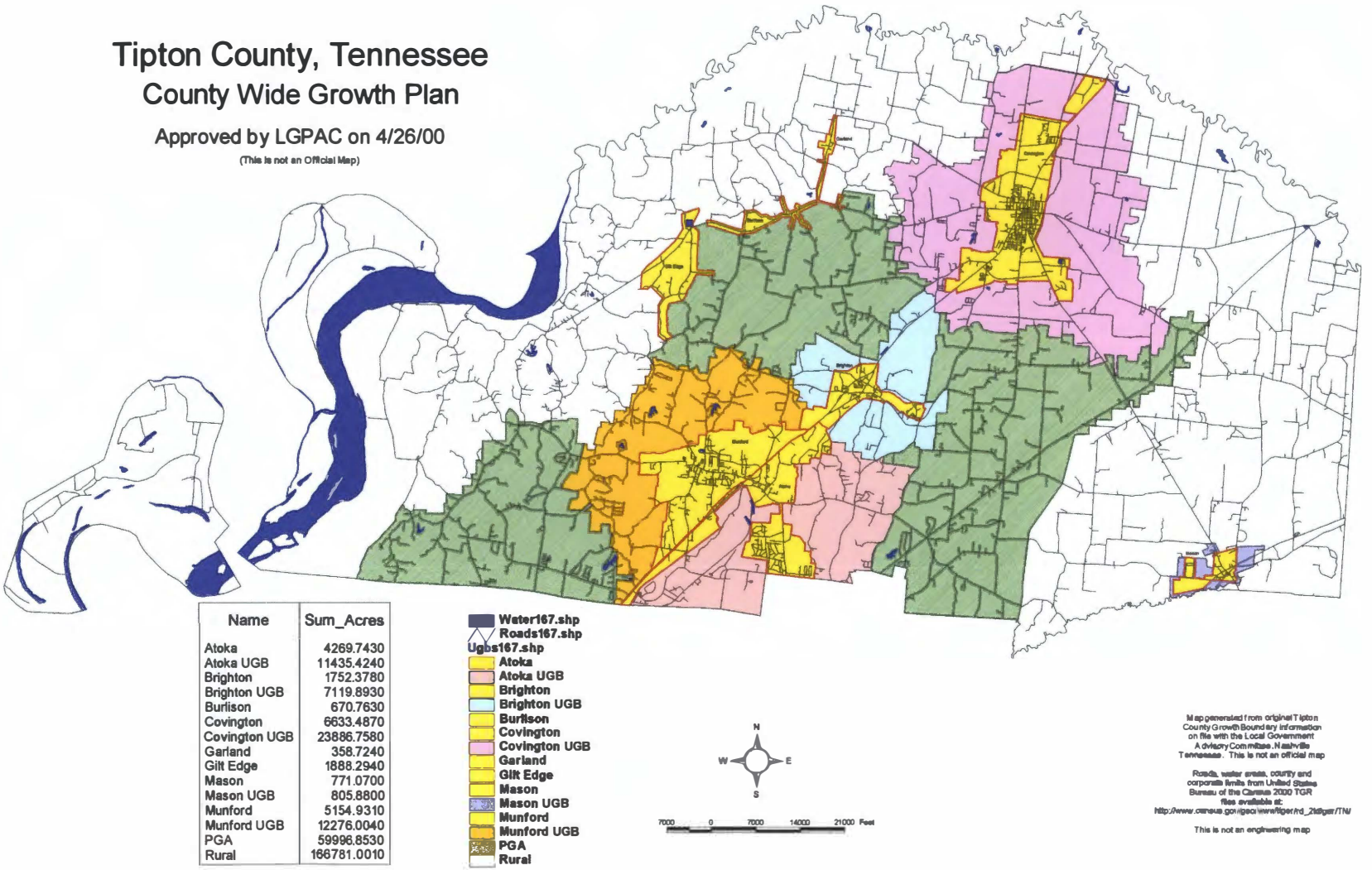


Figure 84. Map of Tipton County Growth Plan

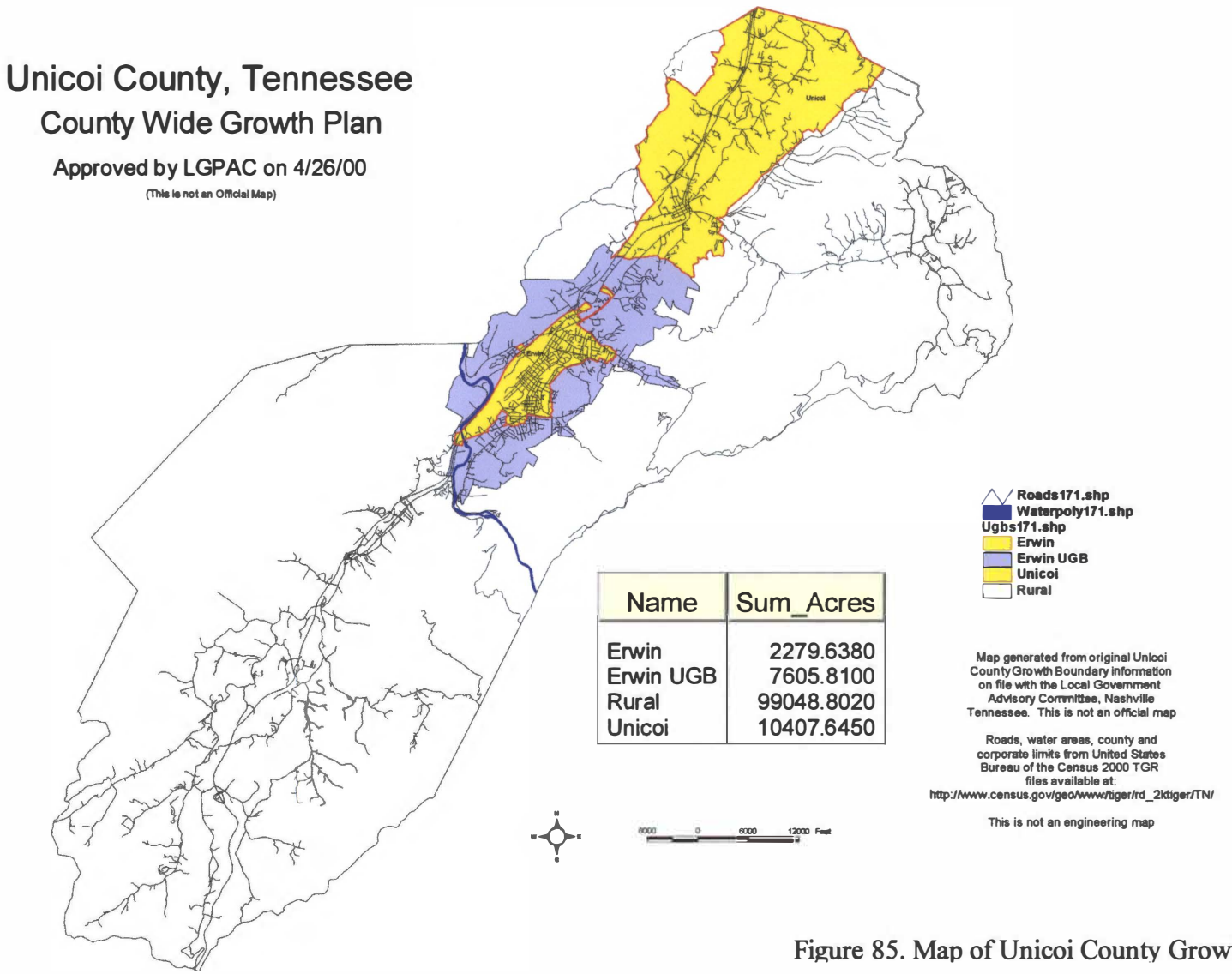


Figure 85. Map of Unicoi County Growth Plan

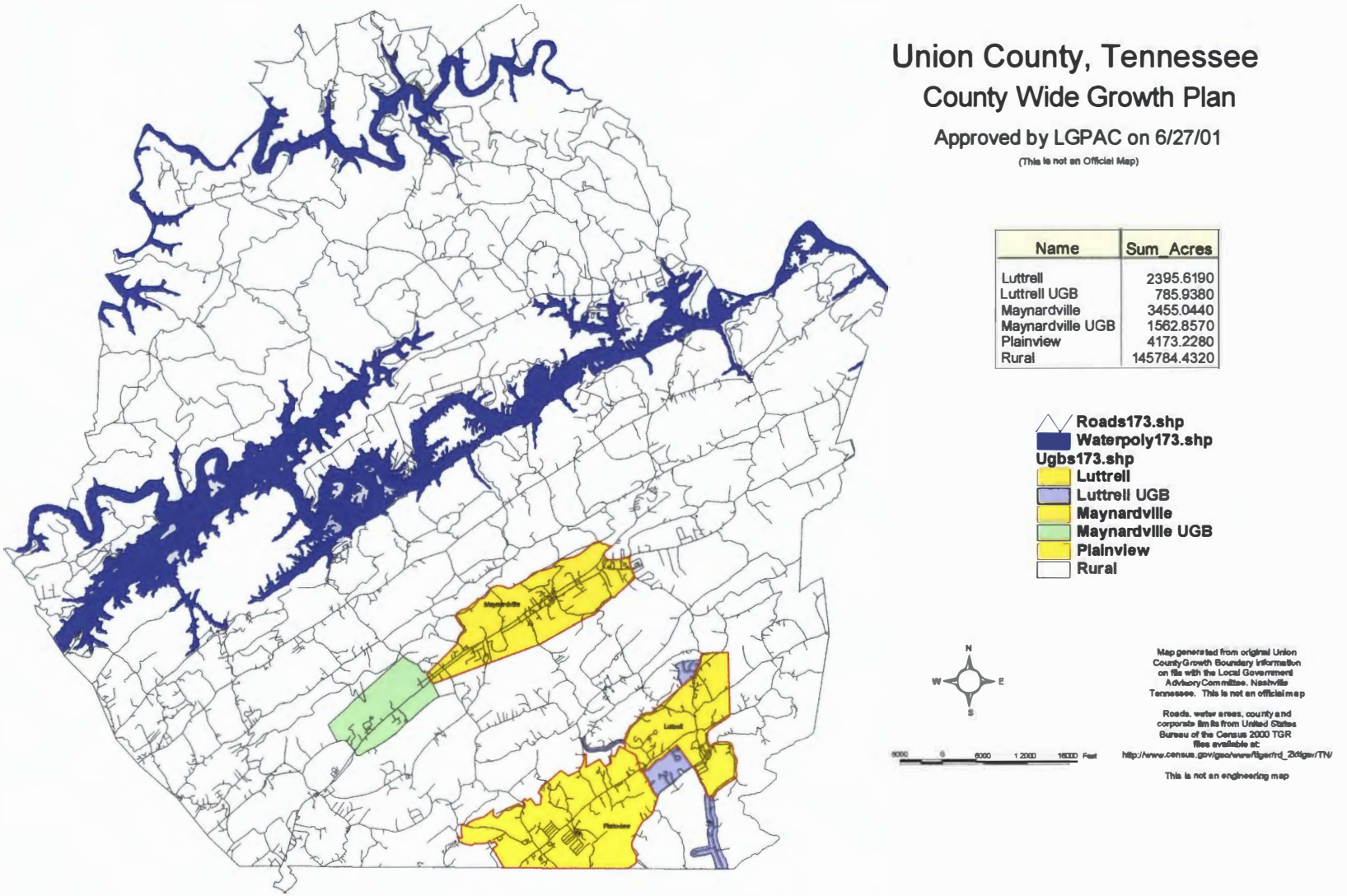


Figure 86. Map of Union County Growth Plan

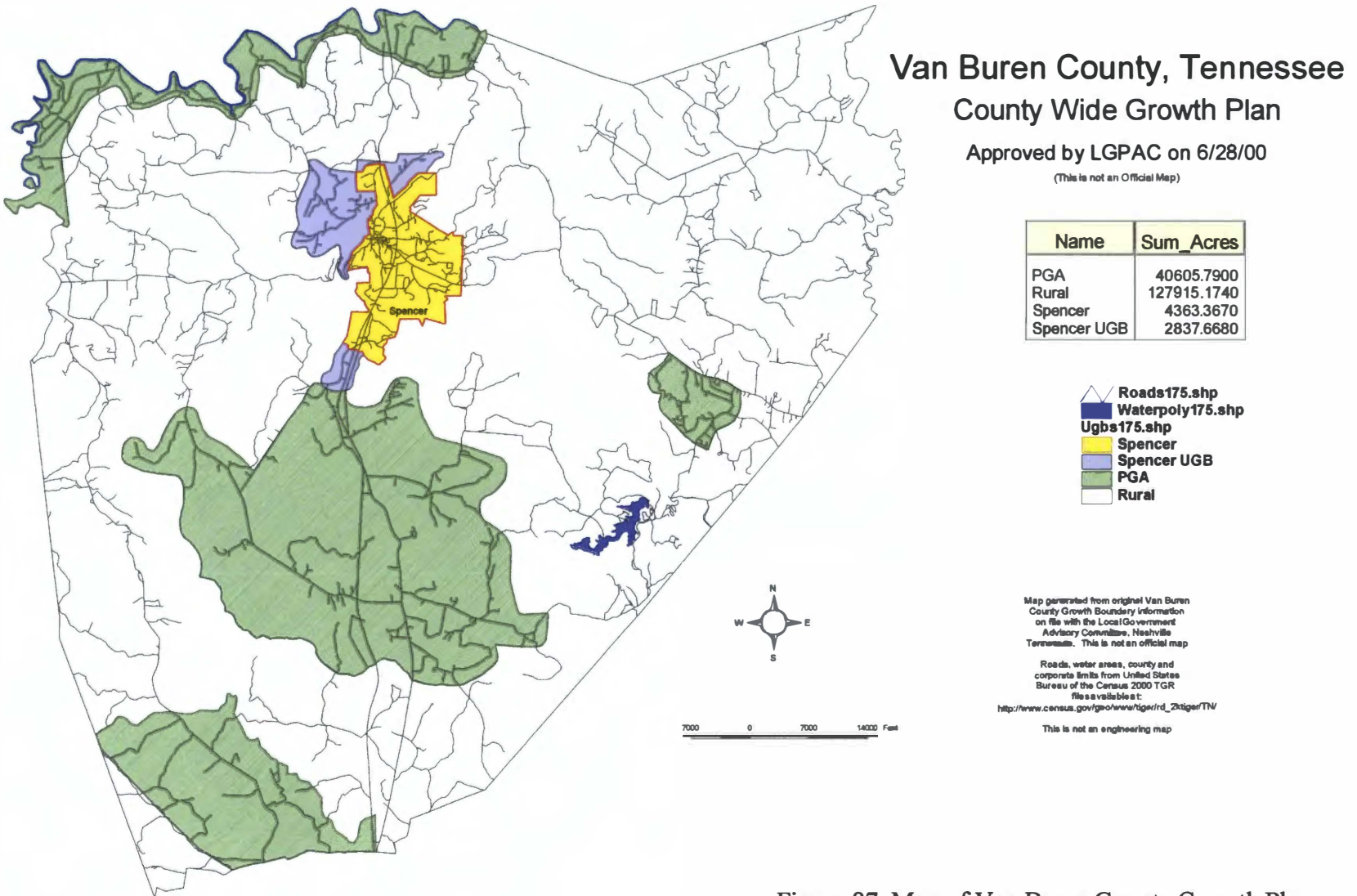


Figure 87. Map of Van Buren County Growth Plan

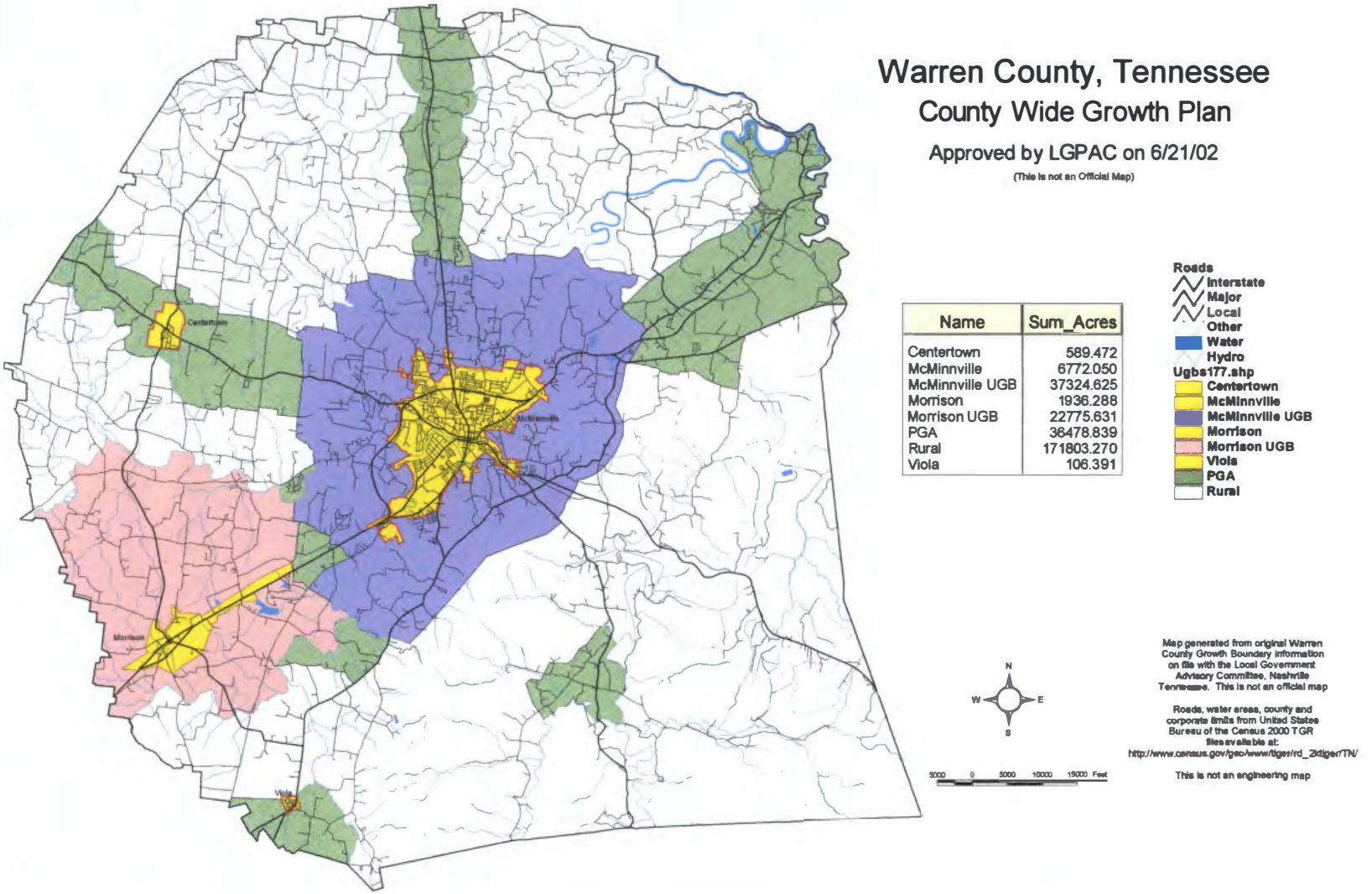


Figure 88. Map of Warren County Growth Plan

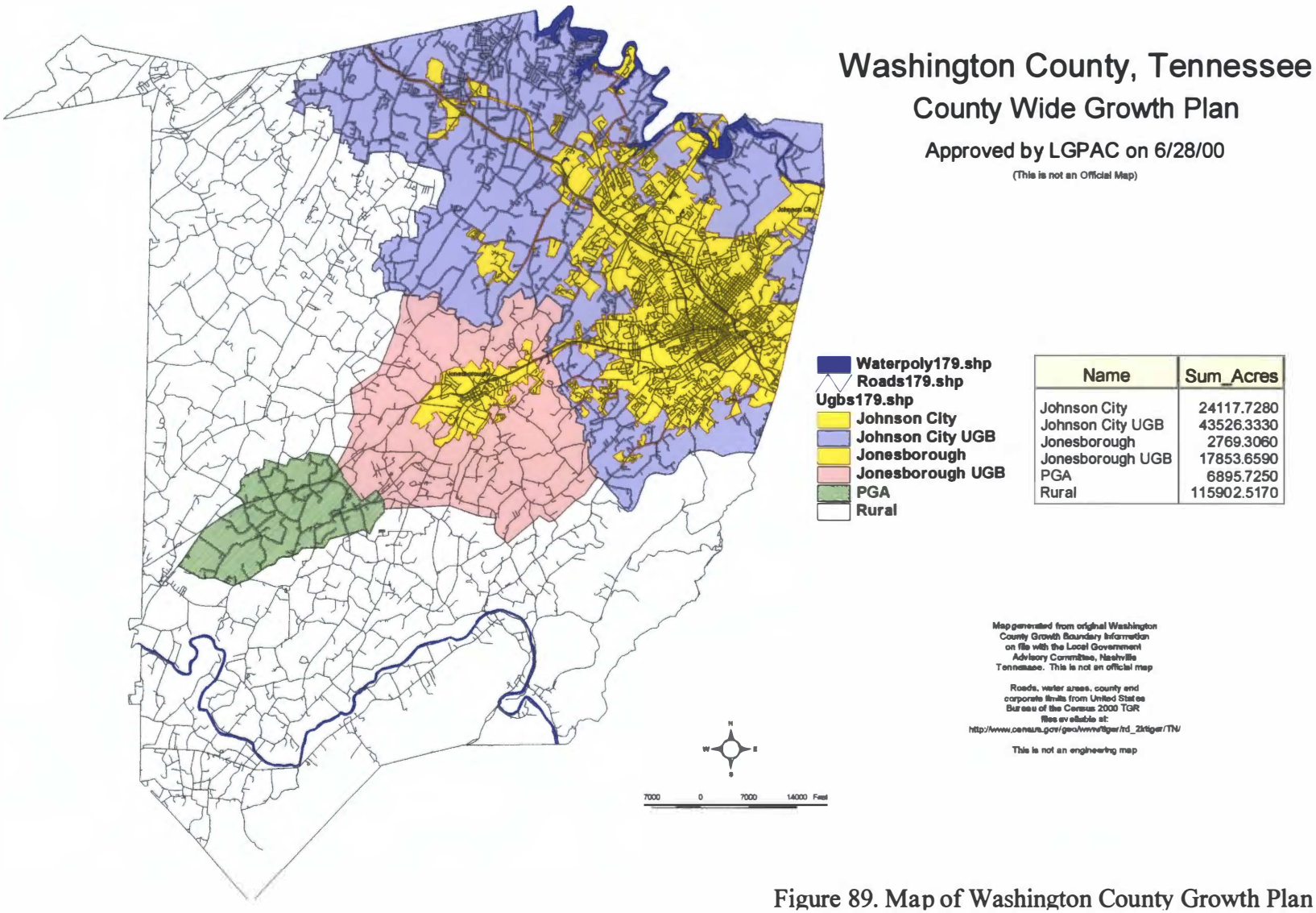
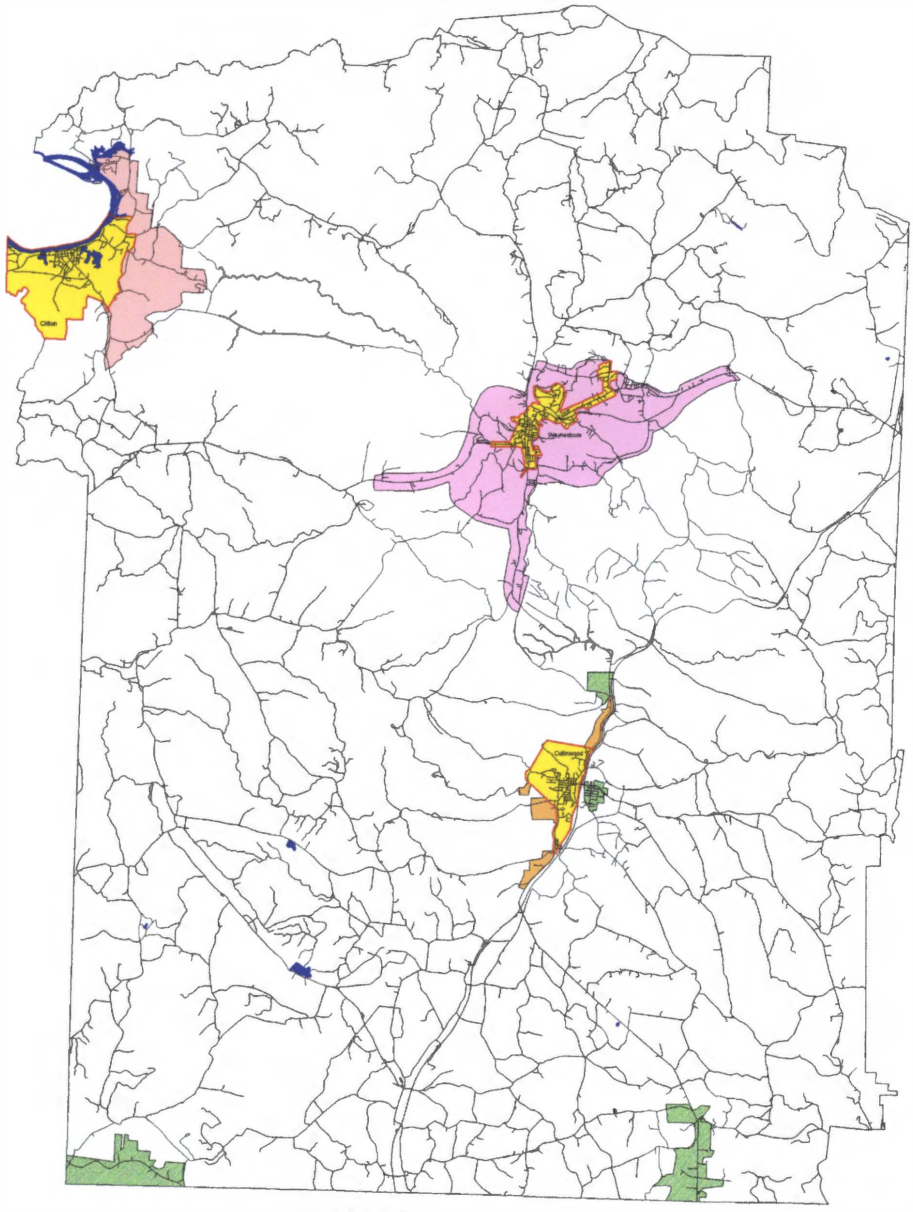


Figure 89. Map of Washington County Growth Plan

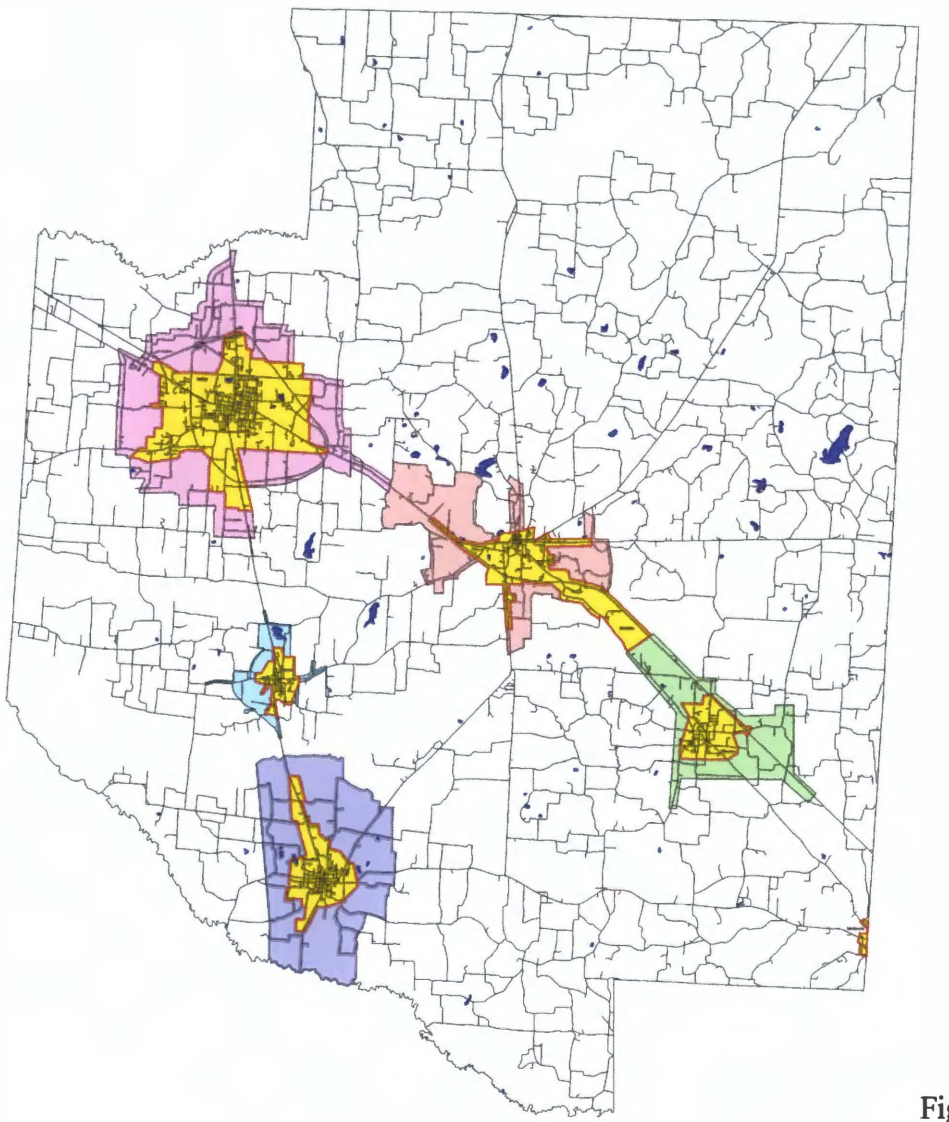
Wayne County, Tennessee
County Wide Growth Plan
Approved by LGPAC on 4/26/00

(This is not an Official Map)



Name	Sum_acres
Clifton	4461.9510
Clifton UGB	4908.9480
Collinwood	1790.9110
Collinwood UGB	787.4790
PGA	3994.2520
Rural	441236.4520
Waynesboro	1572.2380
Waynesboro UGB	12032.4820

Figure 90. Map of Wayne County Growth Plan



Weakley County, Tennessee

County Wide Growth Plan

Approved by LGPAC on 1/26/00

(This is not an Official Map)

Water183.shp
Roads183.shp
Ugbs183.shp
Dresden
Dresden UGB
Gleason
Gleason UGB
Greenfield
Greenfield UGB
Martin
Martin UGB
McKenzie
Sharon
Sharon UGB
Rural

Name	Sum_Acres
Dresden	3376.8110
Dresden UGB	5853.5540
Gleason	1461.7420
Gleason UGB	4599.9180
Greenfield	2321.7850
Greenfield UGB	9689.0900
Martin	7951.5540
Martin UGB	10814.7910
McKenzie	101.6960
Rural	323936.8560
Sharon	768.3690
Sharon UGB	1471.6300

N
W E
S

Map generated from original Weakley County Growth Boundary information on file with the Local Government Planning Advisory Committee Nashville Tennessee
This is not an official map

Roads, water areas, county and corporate limits from United States Bureau of the Census 2000 TGR files available at:
http://www.census.gov/geo/www/tiger/rd_2kdiger/TN/

This is not an engineering map

Figure 91. Map of Weakley County Growth Plan

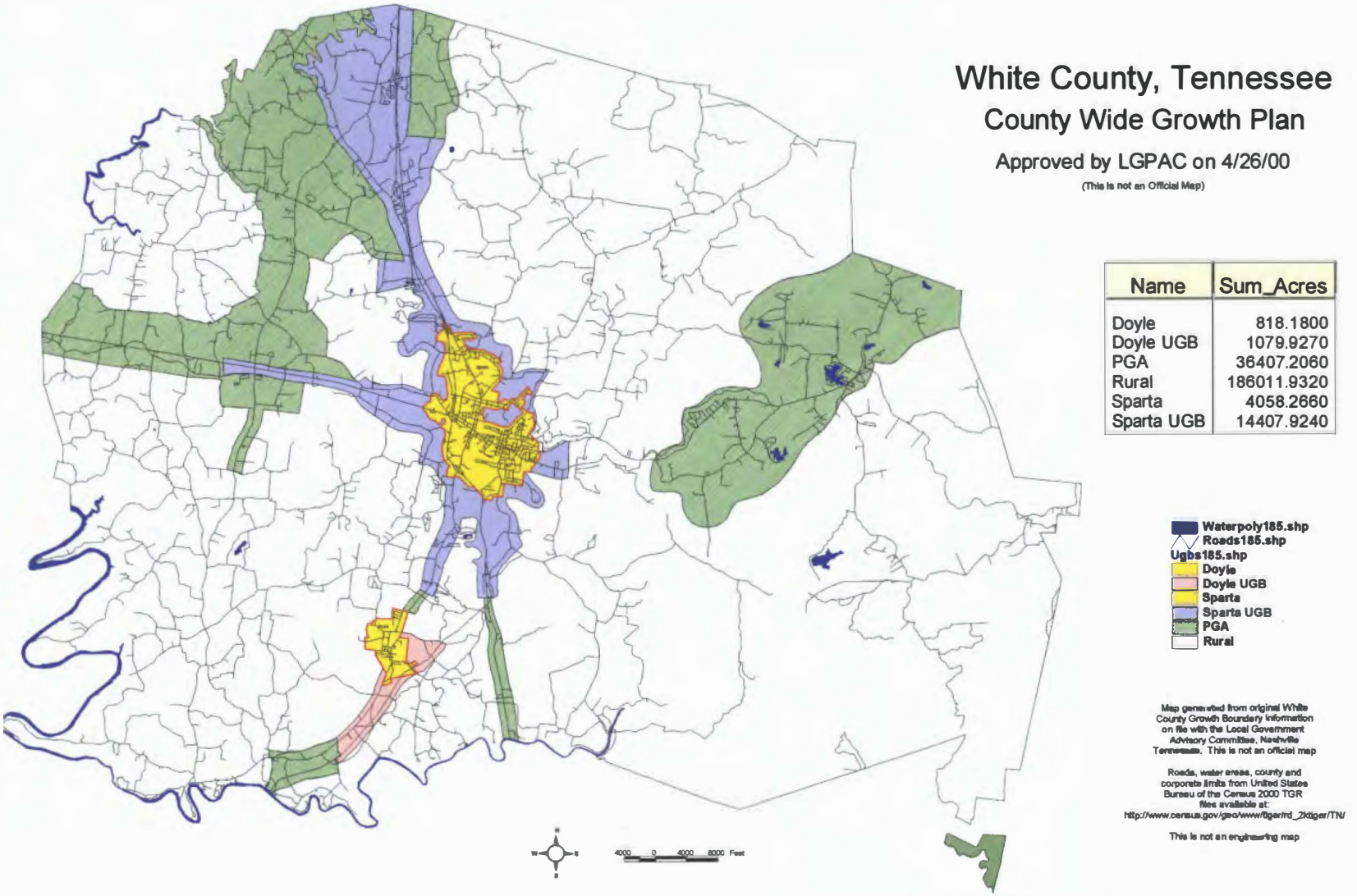
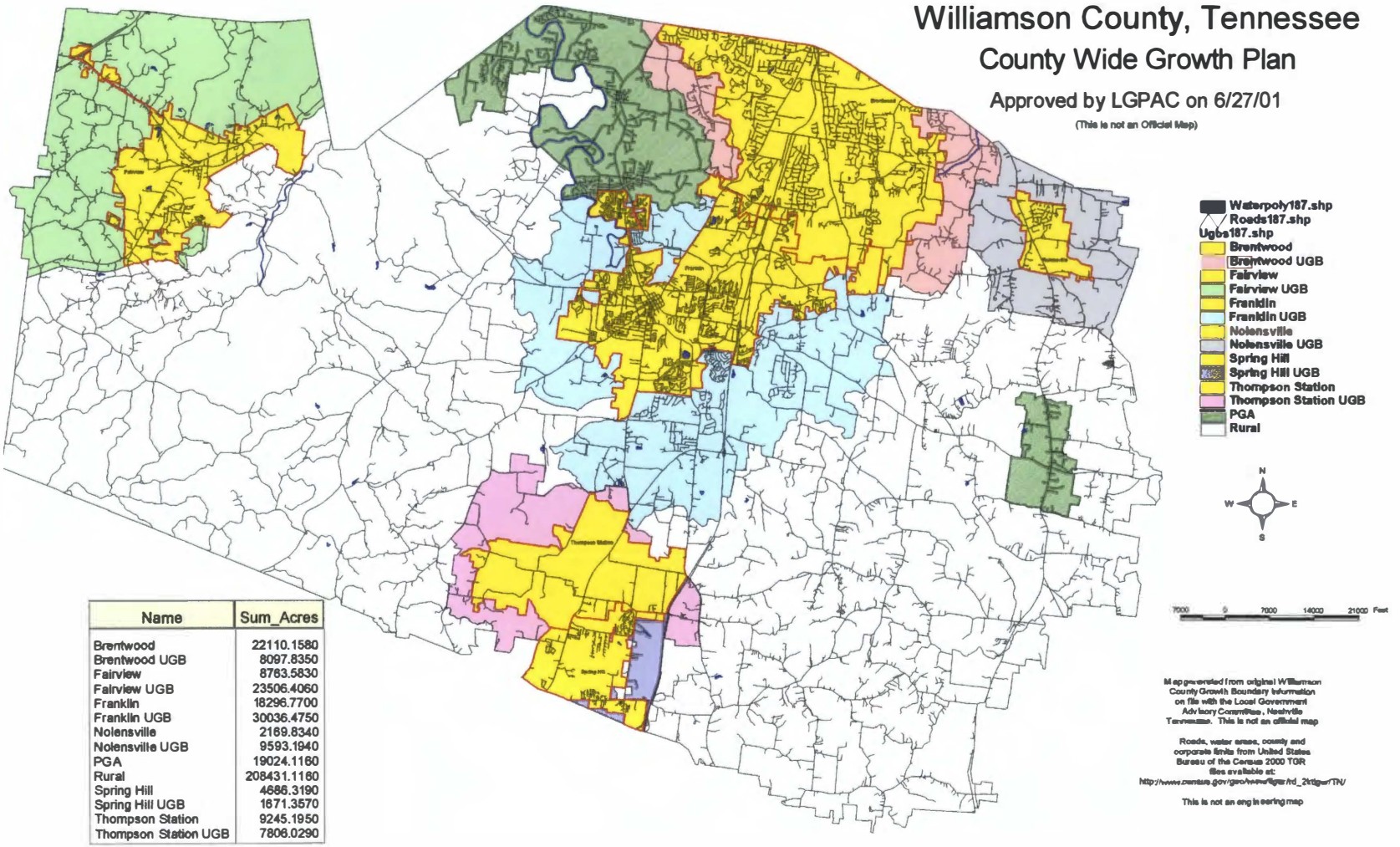


Figure 92. Map of White County Growth Plan



Name	Sum_Acres
Brentwood	22110.1580
Brentwood UGB	8097.8350
Fairview	8763.5830
Fairview UGB	23506.4060
Franklin	18296.7700
Franklin UGB	30036.4750
Nolensville	2189.8340
Nolensville UGB	9593.1940
PGA	19024.1160
Rural	208431.1160
Spring Hill	4686.3190
Spring Hill UGB	1671.3570
Thompson Station	9245.1950
Thompson Station UGB	7806.0290

Figure 93. Map of Williamson County Growth Plan

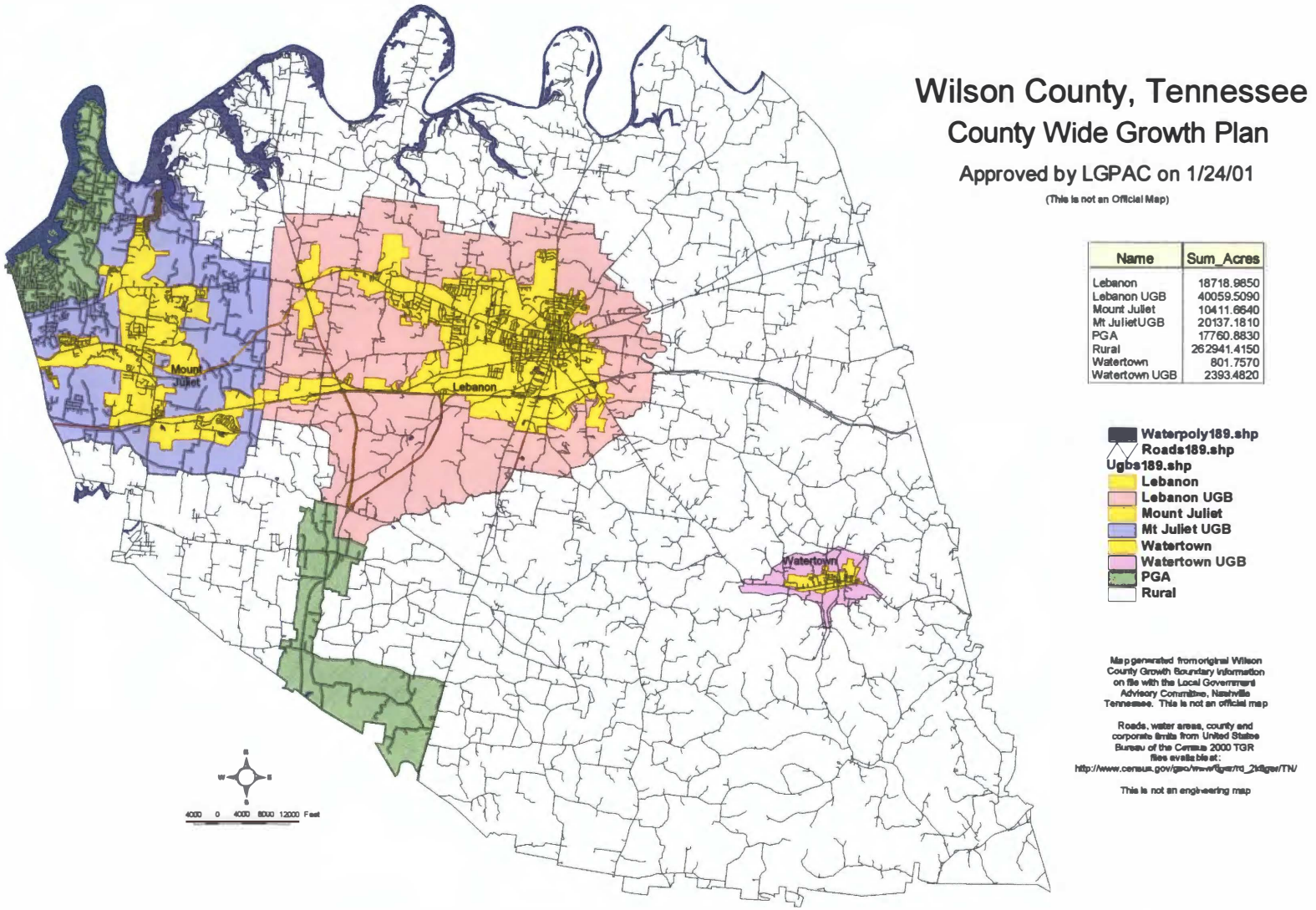


Figure 94. Map of Wilson County Growth Plan

Appendix B

County Growth Boundary Summaries for Counties with Approved Growth Boundary Plans

Table 7 - County Growth Boundary Summaries for Counties with Approved Growth Boundary Plans

County	Total Municipal Area (Miles)	Total Municipal Urban Growth Boundary Area (Miles)	Total Planned Growth Area (Miles)	Total Growth Boundary Areas (PGA and UGB in Miles)	Total Rural Area (Miles)	Total County area (Miles)
Anderson	70.704	13.638	148.786	162.423	111.663	344.790
Bedford	16.860	44.654	0.000	44.654	413.289	474.803
Benton	6.385	8.403	2.252	10.654	419.131	436.170
Bledsoe	2.425	0.000	305.781	305.781	98.473	406.679
Blount	52.718	56.835	3.361	60.195	453.680	566.594
Bradley	26.048	29.707	271.953	301.661	3.804	331.512
Campbell	17.957	22.756	9.524	32.280	448.020	498.256
Cannon	2.292	16.210	28.300	44.510	218.879	265.681
Carroll	24.900	52.902	4.925	57.827	517.074	599.802
Carter	11.308	18.033	31.198	49.230	287.066	347.604
Cheatham	40.009	32.603	33.971	66.574	200.564	307.147
Chester	8.338	57.303	0.000	57.303	223.084	288.726
Claiborne	15.282	19.722	203.687	223.410	202.866	441.558
Clay	1.205	1.775	26.344	28.119	229.942	259.266
Cocke	5.800	16.554	200.055	216.609	220.696	443.106
Coffee	31.612	39.134	33.889	73.023	329.805	434.440
Crockett	7.065	27.959	0.000	27.959	230.426	265.449
Cumberland	28.232	44.308	66.402	110.710	545.171	684.113
Decatur	6.284	17.267	0.000	17.267	321.331	344.882
Dekalb	8.496	12.377	67.233	79.610	240.843	328.950
Dickson	26.930	58.196	29.896	88.092	376.228	491.250
Dyer	20.468	38.627	27.193	65.820	440.145	526.433
Fentress	6.677	5.999	53.302	59.301	432.992	498.970
Franklin	27.248	38.897	43.298	82.195	466.354	575.798
Gibson	30.433	177.557	0.000	177.557	395.544	603.534
Giles	14.144	30.026	0.000	30.026	567.018	611.188
Grainger	18.453	15.848	11.603	27.452	256.526	302.430
Greene	24.201	60.228	0.000	60.228	539.645	624.074
Grundy	54.430	37.700	111.475	149.175	157.517	361.122
Hamblen	20.560	22.682	40.315	62.997	92.204	175.761
Hamilton	204.669	73.797	297.173	370.970	0.105	575.743
Hancock	2.282	0.000	0.000	0.000	221.226	223.508
Hardeman	16.295	27.770	0.000	27.770	626.341	670.406
Hardin	22.907	65.475	29.035	94.510	478.911	596.328
Hawkins	30.392	42.840	3.243	46.083	423.160	499.635
Haywood	9.642	16.782	1.887	18.669	505.798	534.109

Table 7 Continued

County	Total Municipal Area (Miles)	Total Municipal Urban Growth Boundary Area (Miles)	Total Planned Growth Area (Miles)	Total Growth Boundary Areas (PGA and UGB in Miles)	Total Rural Area (Miles)	Total County area (Miles)
Henderson	15.859	78.331	79.812	158.143	351.865	525.866
Henry	13.639	15.976	14.199	30.176	549.623	593.438
Hickman	10.719	23.011	0.000	23.011	578.910	612.640
Houston	7.804	18.156	0.000	18.156	180.953	206.913
Humphreys	17.115	92.935	0.000	92.935	446.632	556.681
Jackson	1.824	1.816	17.654	19.470	298.255	319.549
Jefferson	19.044	37.143	0.427	37.570	257.687	314.300
Johnson	3.306	0.000	0.000	0.000	299.429	302.735
Knox	110.020	46.884	136.689	183.573	216.726	527.022
Lake	2.146	15.858	0.000	15.858	175.787	193.790
Lauderdale	18.938	1.471	0.000	1.471	486.677	507.086
Lawrence	20.501	94.502	68.187	162.689	434.734	617.923
Lewis	4.733	10.505	0.000	10.505	267.217	282.455
Lincoln	8.261	36.945	0.000	36.945	525.447	570.653
Loudon	23.886	52.506	132.072	184.579	38.823	247.287
Macon	5.711	11.389	17.596	28.985	272.507	307.203
Madison	54.699	214.378	8.941	223.319	280.569	558.587
Marion	50.165	46.023	367.176	413.199	48.978	512.342
Marshall	15.048	24.283	18.753	43.037	317.995	376.079
Maury	49.905	120.519	40.938	161.457	404.111	615.473
McMinn	21.301	66.609	330.578	397.187	13.711	432.199
McNairy	40.298	59.956	0.000	59.956	460.601	560.855
Meigs	2.559	8.729	82.127	90.857	123.353	216.769
Monroe	26.214	181.054	226.984	408.038	218.571	652.823
Montgomery	95.550	29.915	69.614	99.528	348.784	543.862
Morgan	5.774	18.095	11.654	29.749	486.831	522.354
Obion	20.329	172.642	0.000	172.642	362.366	555.337
Overton	5.182	7.579	45.996	53.575	376.051	434.807
Perry	4.876	2.262	0.000	2.262	415.721	422.859
Pickett	1.537	0.411	7.063	7.475	165.576	174.588
Polk	6.119	14.834	178.702	193.536	242.721	442.376
Putnam	30.674	57.854	19.174	77.028	294.845	402.548
Rhea	9.836	42.120	230.160	272.279	54.245	336.360
Roane	73.072	45.080	266.662	311.742	10.127	394.941
Robertson	77.375	66.766	139.653	206.419	192.901	476.695
Rutherford	89.951	237.737	0.000	237.737	296.189	623.877
Scott	21.051	19.293	57.692	76.985	435.187	533.223
Sequatchie	8.619	9.866	171.346	181.211	76.185	266.015
Sevier	47.845	103.684	375.999	479.683	70.154	597.681

Table 7 Continued

County	Total Municipal Area (Miles)	Total Municipal Urban Growth Boundary Area (Miles)	Total Planned Growth Area (Miles)	Total Growth Boundary Areas (PGA and UGB in Miles)	Total Rural Area (Miles)	Total County area (Miles)
Shelby	409.234	267.694	0.000	267.694	106.732	783.660
Smith	12.514	0.797	28.606	29.403	283.418	325.335
Stewart	9.142	2.769	0.000	2.769	481.303	493.214
Sullivan	71.457	103.143	44.068	147.211	211.405	430.073
Sumner	97.571	167.909	132.961	300.870	144.674	543.115
Tipton	33.593	86.756	93.745	180.501	260.595	474.689
Unicoi	19.824	11.884	0.000	11.884	154.764	186.472
Union	15.662	3.670	0.000	3.670	227.788	247.120
Van Buren	6.818	4.434	63.447	67.880	199.867	274.566
Warren	14.694	93.907	56.998	150.905	268.443	434.042
Washington	42.011	95.906	10.775	106.681	181.098	329.789
Wayne	12.227	27.701	6.241	33.942	689.432	735.601
Weakley	24.972	50.670	0.000	50.670	506.151	581.793
White	7.619	24.200	56.886	81.086	290.644	379.349
Williamson	101.987	126.111	29.725	155.837	325.674	583.497
Wilson	46.769	97.797	27.751	125.549	410.846	583.164

Appendix C

Growth Boundary Summaries as a Percentage of Total County Area for Counties with Approved Growth Boundary Plans

Table 8 - Growth Boundary Summaries as a Percentage of Total County Area for Counties with Approved Growth Boundary Plans

County	Percent of County that is Municipal Area	Percent of County that is Urban Growth Boundary Area	Percent of County that is Planned Growth Area	Percent of County that is Growth Boundary Areas (PGA and UGB)	Percent of County that is Rural Area
Anderson	20.5%	4.0%	43.2%	47.1%	32.4%
Bedford	3.6%	9.4%	0.0%	9.4%	87.0%
Benton	1.5%	1.9%	0.5%	2.4%	96.1%
Bledsoe	0.6%	0.0%	75.2%	75.2%	24.2%
Blount	9.3%	10.0%	0.6%	10.6%	80.1%
Bradley	7.9%	9.0%	82.0%	91.0%	1.1%
Campbell	3.6%	4.6%	1.9%	6.5%	89.9%
Cannon	0.9%	6.1%	10.7%	16.8%	82.4%
Carroll	4.2%	8.8%	0.8%	9.6%	86.2%
Carter	3.3%	5.2%	9.0%	14.2%	82.6%
Cheatham	13.0%	10.6%	11.1%	21.7%	65.3%
Chester	2.9%	19.8%	0.0%	19.8%	77.3%
Claiborne	3.5%	4.5%	46.1%	50.6%	45.9%
Clay	0.5%	0.7%	10.2%	10.8%	88.7%
Cocke	1.3%	3.7%	45.1%	48.9%	49.8%
Coffee	7.3%	9.0%	7.8%	16.8%	75.9%
Crockett	2.7%	10.5%	0.0%	10.5%	86.8%
Cumberland	4.1%	6.5%	9.7%	16.2%	79.7%
Decatur	1.8%	5.0%	0.0%	5.0%	93.2%
Dekalb	2.6%	3.8%	20.4%	24.2%	73.2%
Dickson	5.5%	11.8%	6.1%	17.9%	76.6%
Dyer	3.9%	7.3%	5.2%	12.5%	83.6%
Fentress	1.3%	1.2%	10.7%	11.9%	86.8%
Franklin	4.7%	6.8%	7.5%	14.3%	81.0%
Gibson	5.0%	29.4%	0.0%	29.4%	65.5%
Giles	2.3%	4.9%	0.0%	4.9%	92.8%
Grainger	6.1%	5.2%	3.8%	9.1%	84.8%
Greene	3.9%	9.7%	0.0%	9.7%	86.5%
Grundy	15.1%	10.4%	30.9%	41.3%	43.6%
Hamblen	11.7%	12.9%	22.9%	35.8%	52.5%
Hamilton	35.5%	12.8%	51.6%	64.4%	0.0%
Hancock	1.0%	0.0%	0.0%	0.0%	99.0%
Hardeman	2.4%	4.1%	0.0%	4.1%	93.4%
Hardin	3.8%	11.0%	4.9%	15.8%	80.3%
Hawkins	6.1%	8.6%	0.6%	9.2%	84.7%
Haywood	1.8%	3.1%	0.4%	3.5%	94.7%

Table 8 Continued

County	Percent of County that is Municipal Area	Percent of County that is Urban Growth Boundary Area	Percent of County that is Planned Growth Area	Percent of County that is Growth Boundary Areas (PGA and UGB)	Percent of County that is Rural Area
Henderson	3.0%	14.9%	15.2%	30.1%	66.9%
Henry	2.3%	2.7%	2.4%	5.1%	92.6%
Hickman	1.7%	3.8%	0.0%	3.8%	94.5%
Houston	3.8%	8.8%	0.0%	8.8%	87.5%
Humphreys	3.1%	16.7%	0.0%	16.7%	80.2%
Jackson	0.6%	0.6%	5.5%	6.1%	93.3%
Jefferson	6.1%	11.8%	0.1%	12.0%	82.0%
Johnson	1.1%	0.0%	0.0%	0.0%	98.9%
Knox	20.9%	8.9%	25.9%	34.8%	41.1%
Lake	1.1%	8.2%	0.0%	8.2%	90.7%
Lauderdale	3.7%	0.3%	0.0%	0.3%	96.0%
Lawrence	3.3%	15.3%	11.0%	26.3%	70.4%
Lewis	1.7%	3.7%	0.0%	3.7%	94.6%
Lincoln	1.4%	6.5%	0.0%	6.5%	92.1%
Loudon	9.7%	21.2%	53.4%	74.6%	15.7%
Macon	1.9%	3.7%	5.7%	9.4%	88.7%
Madison	9.8%	38.4%	1.6%	40.0%	50.2%
Marion	9.8%	9.0%	71.7%	80.6%	9.6%
Marshall	4.0%	6.5%	5.0%	11.4%	84.6%
Maury	8.1%	19.6%	6.7%	26.2%	65.7%
McMinn	4.9%	15.4%	76.5%	91.9%	3.2%
McNairy	7.2%	10.7%	0.0%	10.7%	82.1%
Meigs	1.2%	4.0%	37.9%	41.9%	56.9%
Monroe	4.0%	27.7%	34.8%	62.5%	33.5%
Montgomery	17.6%	5.5%	12.8%	18.3%	64.1%
Morgan	1.1%	3.5%	2.2%	5.7%	93.2%
Obion	3.7%	31.1%	0.0%	31.1%	65.3%
Overton	1.2%	1.7%	10.6%	12.3%	86.5%
Perry	1.2%	0.5%	0.0%	0.5%	98.3%
Pickett	0.9%	0.2%	4.0%	4.3%	94.8%
Polk	1.4%	3.4%	40.4%	43.7%	54.9%
Putnam	7.6%	14.4%	4.8%	19.1%	73.2%
Rhea	2.9%	12.5%	68.4%	80.9%	16.1%
Roane	18.5%	11.4%	67.5%	78.9%	2.6%
Robertson	16.2%	14.0%	29.3%	43.3%	40.5%
Rutherford	14.4%	38.1%	0.0%	38.1%	47.5%
Scott	3.9%	3.6%	10.8%	14.4%	81.6%
Sequatchie	3.2%	3.7%	64.4%	68.1%	28.6%
Sevier	8.0%	17.3%	62.9%	80.3%	11.7%
Shelby	52.2%	34.2%	0.0%	34.2%	13.6%
Smith	3.8%	0.2%	8.8%	9.0%	87.1%

Table 8 Continued

County	Percent of County that is Municipal Area	Percent of County that is Urban Growth Boundary Area	Percent of County that is Planned Growth Area	Percent of County that is Growth Boundary Areas (PGA and UGB)	Percent of County that is Rural Area
Stewart	1.9%	0.6%	0.0%	0.6%	97.6%
Sullivan	16.6%	24.0%	10.2%	34.2%	49.2%
Sumner	18.0%	30.9%	24.5%	55.4%	26.6%
Tipton	7.1%	18.3%	19.7%	38.0%	54.9%
Unicoi	10.6%	6.4%	0.0%	6.4%	83.0%
Union	6.3%	1.5%	0.0%	1.5%	92.2%
Van Buren	2.5%	1.6%	23.1%	24.7%	72.8%
Warren	3.4%	21.6%	13.1%	34.8%	61.8%
Washington	12.7%	29.1%	3.3%	32.3%	54.9%
Wayne	1.7%	3.8%	0.8%	4.6%	93.7%
Weakley	4.3%	8.7%	0.0%	8.7%	87.0%
White	2.0%	6.4%	15.0%	21.4%	76.6%
Williamson	17.5%	21.6%	5.1%	26.7%	55.8%
Wilson	8.0%	16.8%	4.8%	21.5%	70.5%

Appendix D

County Population, Population Projections, and Acreage of Combined Growth Boundaries per Projected New Resident for Counties with Approved Growth Boundary Plans

Table 9 - County Population, Population Projections, and Acreage of Combined Growth Boundaries per Projected New Resident for Counties with Approved Growth Boundary Plans

County	2000 County Population	2020 Projected County Population	Projected Population Growth-2000-2020	% Projected Population Growth 2000-2020	Total Growth Boundary Areas (PGA and UGB in Acres)	All Growth Boundary Areas (Acreage) Per Estimated New County Resident
Anderson	71,330	79,275	7,945	11.14%	103,950.99	13.08
Bedford	37,586	45,100	7,514	19.99%	28,578.74	3.80
Benton	16,537	20,591	4,054	24.51%	6,818.72	1.68
Bledsoe	12,367	12,546	179	1.45%	195,699.82	1,093.30
Blount	105,823	124,018	18,195	17.19%	38,525.08	2.12
Bradley	87,965	98,148	10,183	11.58%	193,062.78	18.96
Campbell	39,854	43,104	3,250	8.15%	20,659.34	6.36
Cannon	12,826	15,177	2,351	18.33%	28,486.42	12.12
Carroll	29,475	31,765	2,290	7.77%	37,009.33	16.16
Carter	56,742	54,246	-2,496	-4.40%	31,507.51	-12.62
Cheatham	35,912	62,435	26,523	73.86%	42,607.31	1.61
Chester	15,540	18,409	2,869	18.46%	36,674.20	12.78
Claiborne	29,862	33,531	3,669	12.29%	142,982.25	38.97
Clay	7,976	7,463	-513	-6.43%	17,996.07	-35.08
Cocke	33,565	32,970	-595	-1.77%	138,630.08	-232.99
Coffee	48,014	55,450	7,436	15.49%	46,734.65	6.28
Crockett	14,532	14,332	-200	-1.38%	17,893.49	-89.47
Cumberland	46,802	52,038	5,236	11.19%	70,854.37	13.53
Decatur	11,731	10,948	-783	-6.67%	11,050.94	-14.11
Dekalb	17,423	18,577	1,154	6.62%	50,950.58	44.15
Dickson	43,156	64,480	21,324	49.41%	56,378.76	2.64
Dyer	37,279	42,754	5,475	14.69%	42,125.02	7.69
Fentress	16,625	17,121	496	2.98%	37,952.36	76.52
Franklin	39,270	42,858	3,588	9.14%	52,604.77	14.66
Gibson	48,152	49,460	1,308	2.72%	113,636.34	86.88
Giles	29,447	34,741	5,294	17.98%	19,216.37	3.63
Grainger	20,659	23,332	2,673	12.94%	17,569.03	6.57
Greene	62,909	63,965	1,056	1.68%	38,546.19	36.50
Grundy	14,332	16,201	1,869	13.04%	95,472.13	51.08
Hamblen	58,128	57,069	-1,059	-1.82%	40,318.06	-38.07
Hamilton	307,896	311,762	3,866	1.26%	237,420.54	61.41
Hancock	6,786	7,006	220	3.24%	0.00	0.00
Hardeman	28,105	25,413	-2,692	-9.58%	17,772.60	-6.60
Hardin	25,578	29,385	3,807	14.88%	60,486.37	15.89
Hawkins	53,563	58,801	5,238	9.78%	29,493.18	5.63
Haywood	19,797	20,942	1,145	5.78%	11,948.10	10.44

Table 9 Continued

County	2000 County Population	2020 Projected County Population	Projected Population Growth-2000-2020	% Projected Population Growth 2000-2020	Total Growth Boundary Areas (PGA and UGB in Acres)	All Growth Boundary Areas (Acreage) Per Estimated New County Resident
Henderson	25,522	31,046	5,524	21.64%	101,211.29	18.32
Henry	31,115	30,996	-119	-0.38%	19,312.61	-162.29
Hickman	22,295	28,578	6,283	28.18%	14,727.35	2.34
Houston	8,088	9,540	1,452	17.95%	11,620.15	8.00
Humphreys	17,929	18,753	824	4.60%	59,478.08	72.18
Jackson	10,984	10,548	-436	-3.97%	12,460.84	-28.58
Jefferson	44,294	56,435	12,141	27.41%	24,044.53	1.98
Johnson	17,499	17,962	463	2.65%	0.00	0.00
Knox	382,032	432,866	50,834	13.31%	117,487.02	2.31
Lake	7,954	8,453	499	6.27%	10,148.88	20.34
Lauderdale	27,101	27,287	186	0.69%	941.52	5.06
Lawrence	39,926	48,975	9,049	22.66%	104,120.80	11.51
Lewis	11,367	16,317	4,950	43.55%	6,723.27	1.36
Lincoln	31,340	32,678	1,338	4.27%	23,645.12	17.67
Loudon	39,086	50,238	11,152	28.53%	118,130.33	10.59
Macon	20,386	21,551	1,165	5.71%	18,550.41	15.92
Madison	91,837	102,558	10,721	11.67%	142,924.20	13.33
Marion	27,776	32,344	4,568	16.45%	264,447.52	57.89
Marshall	26,767	38,079	11,312	42.26%	27,543.45	2.43
Maury	69,498	83,793	14,295	20.57%	103,332.65	7.23
McMinn	49,015	49,657	642	1.31%	254,199.75	395.95
McNairy	24,653	26,193	1,540	6.25%	38,371.85	24.92
Meigs	11,086	12,888	1,802	16.25%	58,148.35	32.27
Monroe	38,961	39,886	925	2.37%	261,144.36	282.32
Montgomery	134,768	202,680	67,912	50.39%	63,698.22	0.94
Morgan	19,757	22,355	2,598	13.15%	19,039.30	7.33
Obion	32,450	33,572	1,122	3.46%	110,490.57	98.48
Overton	20,118	23,204	3,086	15.34%	34,288.02	11.11
Perry	7,631	9,410	1,779	23.31%	1,447.62	0.81
Pickett	4,945	5,013	68	1.38%	4,783.87	70.35
Polk	16,050	17,031	981	6.11%	123,863.13	126.26
Putnam	62,315	73,308	10,993	17.64%	49,298.07	4.48
Rhea	28,400	32,741	4,341	15.29%	174,258.76	40.14
Roane	51,910	58,113	6,203	11.95%	199,514.81	32.16
Robertson	54,433	72,627	18,194	33.42%	132,108.18	7.26
Rutherford	182,023	263,701	81,678	44.87%	152,151.66	1.86
Scott	21,127	21,365	238	1.13%	49,270.41	207.02
Sequatchie	11,370	12,265	895	7.87%	115,975.19	129.58
Sevier	71,170	99,369	28,199	39.62%	306,996.85	10.89

Table 9 Continued

County	2000 County Population	2020 Projected County Population	Projected Population Growth-2000-2020	% Projected Population Growth 2000-2020	Total Growth Boundary Areas (PGA and UGB in Acres)	All Growth Boundary Areas (Acreage) Per Estimated New County Resident
Shelby	897,472	1,002,359	104,887	11.69%	171,324.17	1.63
Smith	17,712	18,532	820	4.63%	18,817.96	22.95
Stewart	12,370	16,960	4,590	37.11%	1,772.31	0.39
Sullivan	153,048	160,191	7,143	4.67%	94,215.16	13.19
Sumner	130,449	187,218	56,769	43.52%	192,557.02	3.39
Tipton	51,271	63,460	12,189	23.77%	115,520.81	9.48
Unicoi	17,667	18,659	992	5.61%	7,605.81	7.67
Union	17,808	23,574	5,766	32.38%	2,348.80	0.41
Van Buren	5,508	5,760	252	4.58%	43,443.46	172.39
Warren	36,695	42,096	5,401	14.72%	96,579.10	17.88
Washington	107,198	128,699	21,501	20.06%	68,275.72	3.18
Wayne	16,842	17,919	1,077	6.39%	21,723.16	20.17
Weakley	34,895	37,608	2,713	7.77%	32,428.98	11.95
White	23,102	28,458	5,356	23.18%	51,895.06	9.69
Williamson	126,638	190,359	63,721	50.32%	99,735.41	1.57
Wilson	88,809	128,101	39,292	44.24%	80,351.06	2.04

Appendix E

Municipal and Urban Growth Boundary Areas for All Cities with Approved Growth Plans

Table 10 - Municipal and Urban Growth Boundary Areas for All Cities with Approved Growth Plans

Municipality	Total City Acreage	City Square Miles	UGB Area (Acres)	UGB Area (square miles)	% Increase Over Original Municipal Land Area
Adams	1,566.644	2.448	0.000	0.000	0.00%
Adamsville	3,957.000	6.183	2,566.969	4.011	64.87%
Alamo	1,289.912	2.015	5,607.596	8.762	434.73%
Alcoa	9,581.377	14.971	8,924.001	13.944	93.14%
Alexandria	577.936	0.903	2,580.994	4.033	446.59%
Algood	2,455.204	3.836	5,629.346	8.796	229.28%
Allardt	2,417.445	3.777	2,407.368	3.762	99.58%
Altamont	11,773.945	18.397	2,334.874	3.648	19.83%
Ardmore	2,908.120	4.544	2,489.708	3.890	85.61%
Arlington	13,079.626	20.437	9,159.270	14.311	70.03%
Ashland City	6,122.111	9.566	5,818.474	9.091	95.04%
Athens	8,665.913	13.540	21,627.233	33.793	249.57%
Atoka	4,269.743	6.671	11,435.424	17.868	267.82%
Atwood	1,217.746	1.903	569.782	0.890	46.79%
Auburntown	361.760	0.565	5,901.752	9.221	1631.40%
Baileyton	912.309	1.425	1,276.843	1.995	139.96%
Baneberry	1,218.665	1.904	1,667.438	2.605	136.82%
Bartlett	12,217.999	19.091	15,958.359	24.935	130.61%
Baxter	1,175.708	1.837	3,914.773	6.117	332.97%
Bean Station	3,161.628	4.940	3,228.170	5.044	102.10%
Beersheba Springs	3,098.083	4.841	0.000	0.000	0.00%
Bell Buckle	307.552	0.481	5,048.131	7.888	1641.39%
Belle Meade	2,006.419	3.135	0.000	0.000	0.00%
Bells	1,412.062	2.206	2,255.847	3.525	159.76%
Benton	1450.735	2.267	6,632.320	10.363	457.12%
Berry Hill	573.117	0.895	0.000	0.000	0.00%
Bethel Springs	2,009.695	3.140	3,243.842	5.069	161.41%
Big Sandy	455.358	0.711	0.000	0.000	0.00%
Blaine	5,646.978	8.823	5,181.630	8.096	91.76%
Bluff City	1,113.185	1.739	3,352.410	5.238	301.15%
Bolivar	5,368.015	8.388	3,605.867	5.634	67.17%
Bradford	1,138.781	1.779	7,101.340	11.096	623.59%
Brentwood	22,110.158	34.547	8,097.835	12.653	36.62%
Brighton	1,752.378	2.738	7,119.893	11.125	406.30%
Bristol	19,071.884	29.800	22,128.059	34.575	116.02%
Brownsville	5,840.235	9.125	10,508.096	16.419	179.93%

Table 10 Continued

Municipality	Total City Acreage	City Square Miles	UGB Area (Acres)	UGB Area (square miles)	% Increase Over Original Municipal Land Area
Bruceton	1,242.527	1.941	5,978.956	9.342	481.19%
Bulls Gap	683.324	1.068	3,801.158	5.939	556.27%
Burlison	670.763	1.048	0.000	0.000	0.00%
Burns	1,692.028	2.644	4,101.742	6.409	242.42%
Byrdstown	983.748	1.537	263.355	0.411	26.77%
Calhoun	706.833	1.104	422.428	0.660	59.76%
Camden	3,630.741	5.673	5,377.626	8.403	148.11%
Carthage	1,836.326	2.869	0.000	0.000	0.00%
Caryville	3,774.012	5.897	3,612.020	5.644	95.71%
Cedar Hill	430.622	0.673	0.000	0.000	0.00%
Celina	771.469	1.205	1,136.087	1.775	147.26%
Centertown	589.472	0.921	0.000	0.000	0.00%
Centerville	6,859.856	10.719	14,727.352	23.011	214.69%
Chapel Hill	644.444	1.007	3,131.372	4.893	485.90%
Charleston	666.321	1.041	716.079	1.119	107.47%
Charlotte	1,669.068	2.608	3,571.149	5.580	213.96%
Chattanooga	92,085.798	143.884	17,291.356	27.018	18.78%
Church Hill	6,006.935	9.386	6,221.616	9.721	103.57%
Clarksburg	754.640	1.179	1,302.121	2.035	172.55%
Clarksville	61,151.693	95.550	19,145.516	29.915	31.31%
Cleveland	16,004.186	25.007	18,296.512	28.588	114.32%
Clifton	4,461.951	6.972	4,908.948	7.670	110.02%
Clinton	7,334.969	11.461	4,208.213	6.575	57.37%
Coalmont	3,890.790	6.079	2,134.377	3.335	54.86%
Collegedale	5,688.178	8.888	6,291.550	9.831	110.61%
Collierville	15,109.795	23.609	17,472.881	27.301	115.64%
Collinwood	1,790.911	2.798	787.479	1.230	43.97%
Columbia	18,824.104	29.413	30,317.300	47.371	161.06%
Cookeville	14,107.157	22.042	18,225.968	28.478	129.20%
Coopertown	20,390.028	31.859	0.000	0.000	0.00%
Copperhill	1231.56	1.924	2,320.000	3.625	188.41%
Cornersville	1,314.581	2.054	6,274.062	9.803	477.27%
Cottage Grove	122.679	0.192	0.000	0.000	0.00%
Covington	6,633.487	10.365	23,886.758	37.323	360.09%
Cowan	1,263.033	1.973	1,157.212	1.808	91.62%
Crab Orchard	7,075.967	11.056	0.000	0.000	0.00%
Cross Plains	5,299.160	8.280	5,519.195	8.624	104.15%
Crossville	9,938.371	15.529	28,356.975	44.308	285.33%
Crump	9,023.809	14.100	0.000	0.000	0.00%
Cumberland City	3,380.834	5.283	0.000	0.000	0.00%

Table 10 Continued

Municipality	Total City Acreage	City Square Miles	UGB Area (Acres)	UGB Area (square miles)	% Increase Over Original Municipal Land Area
Cumberland Gap	207.281	0.324	0.000	0.000	0.00%
Dandridge	3,433.632	5.365	8,289.326	12.952	241.42%
Dayton	4,196.777	6.557	23,011.734	35.956	548.32%
Decatur	1,637.734	2.559	5,586.824	8.729	341.13%
Decaturville	1,075.666	1.681	6,927.849	10.825	644.05%
Decherd	3,051.306	4.768	2,449.089	3.827	80.26%
Dickson	10,578.357	16.529	18,851.305	29.455	178.21%
Dover	2,469.897	3.859	1,772.305	2.769	71.76%
Dowelltown	499.720	0.781	298.964	0.467	59.83%
Doyle	818.180	1.278	1,079.927	1.687	131.99%
Dresden	3,376.811	5.276	5,853.554	9.146	173.35%
Ducktown	1233.977	1.928	541.440	0.846	43.88%
Dunlap	5,515.997	8.619	6,314.024	9.866	114.47%
Dyer	1,404.519	2.195	5,108.297	7.982	363.70%
Dyersburg	9,690.615	15.142	12,856.601	20.088	132.67%
Eagleville	1,361.539	2.127	14,933.198	23.333	1096.79%
East Ridge	5,308.974	8.295	0.000	0.000	0.00%
Eastview	2,943.946	4.600	3,101.942	4.847	105.37%
Elizabethton	5,995.994	9.369	8,508.189	13.294	141.90%
Elkton	1,092.662	1.707	7,167.849	11.200	656.00%
Englewood	1,088.975	1.702	3,800.501	5.938	349.00%
Enville	932.197	1.457	16,597.943	25.934	1780.52%
Erin	2,623.844	4.100	11,620.154	18.156	442.87%
Erwin	2,279.638	3.562	7,605.810	11.884	333.64%
Estill Springs	3,440.010	5.375	11,755.126	18.367	341.72%
Ethridge	749.387	1.171	2,217.874	3.465	295.96%
Etowah	1,753.543	2.740	14,910.654	23.298	850.32%
Fairview	8,763.583	13.693	23,506.406	36.729	268.23%
Farragut	10,285.012	16.070	629.741	0.984	6.12%
Fayetteville	4,655.946	7.275	22,031.178	34.424	473.18%
Finger	969.217	1.514	3,106.064	4.853	320.47%
Forest Hills	5,935.164	9.274	0.000	0.000	0.00%
Franklin	18,296.770	28.589	30,036.475	46.932	164.16%
Friendship	441.759	0.690	3,842.997	6.005	869.93%
Friendsville	2,024.736	3.164	1,775.598	2.774	87.70%
Gadsden	664.726	1.039	2,750.537	4.298	413.79%
Gainesboro	1,167.096	1.824	1,162.180	1.816	99.58%
Gallatin	14,373.356	22.458	37,655.204	58.836	261.98%
Garland	358.724	0.561	0.000	0.000	0.00%
Gates	453.118	0.708	0.000	0.000	0.00%

Table 10 Continued

Municipality	Total City Acreage	City Square Miles	UGB Area (Acres)	UGB Area (square miles)	% Increase Over Original Municipal Land Area
Gatlinburg	6,490.705	10.142	10,707.772	16.731	164.97%
Germantown	11275.639	17.618	1,570.505	2.454	13.93%
Gibson	332.860	0.520	5,205.533	8.134	1563.88%
Gilt Edge	1,888.294	2.950	0.000	0.000	0.00%
Gleason	1,461.742	2.284	4,599.918	7.187	314.69%
Goodlettsville	9,019.817	14.093	2,649.540	4.140	29.37%
Gordonsville	4,454.940	6.961	351.253	0.549	7.88%
Grand Junction	668.118	1.044	1,402.417	2.191	209.91%
Graysville	517.449	0.809	2,975.096	4.649	574.95%
Greenback	4,368.879	6.826	8,883.054	13.880	203.33%
Greenbrier	3,992.698	6.239	2,033.120	3.177	50.92%
Greeneville	8,986.074	14.041	21,117.155	32.996	235.00%
Greenfield	2,321.785	3.628	9,689.090	15.139	417.31%
Gruetli-Laager	7,967.741	12.450	2,894.822	4.523	36.33%
Guys	7,175.773	11.212	0.000	0.000	0.00%
Halls	2,350.179	3.672	0.000	0.000	0.00%
Harriman	6,549.098	10.233	10,072.002	15.738	153.79%
Harrogate	4,166.360	6.510	5,266.242	8.229	126.40%
Henderson	3,675.953	5.744	24,363.517	38.068	662.78%
Hendersonville	21,052.188	32.894	12,880.124	20.125	61.18%
Henning	1,098.742	1.717	537.655	0.840	48.93%
Henry	739.830	1.156	883.867	1.381	119.47%
Hickory Valley	207.900	0.325	0.000	0.000	0.00%
Hohenwald	3,029.401	4.733	6,723.273	10.505	221.93%
Hollow Rock	1,153.118	1.802	0.000	0.000	0.00%
Hornbeak	399.440	0.624	11,541.600	18.034	2889.45%
Hornsby	806.998	1.261	0.000	0.000	0.00%
Humboldt	5,348.322	8.357	8,146.200	12.728	152.31%
Huntingdon	7,207.658	11.262	21,385.566	33.415	296.71%
Huntland	1,013.223	1.583	0.000	0.000	0.00%
Huntsville	2,837.902	4.434	3,378.561	5.279	119.05%
Iron City	575.191	0.899	1,994.345	3.116	346.73%
Jacksboro	1,670.295	2.610	1,947.917	3.044	116.62%
Jackson	31,668.802	49.483	127,603.399	199.380	402.93%
Jamestown	1,855.954	2.900	1,431.921	2.237	77.15%
Jasper	5,869.881	9.172	5,425.197	8.477	92.42%
Jefferson City	3,425.696	5.353	10,063.038	15.723	293.75%
Jellico	2,834.572	4.429	6,832.572	10.676	241.04%
Johnson City	25,140.715	39.282	49,927.285	78.011	198.59%
Jonesborough	2,769.306	4.327	17,853.659	27.896	644.70%

Table 10 Continued

Municipality	Total City Acreage	City Square Miles	UGB Area (Acres)	UGB Area (square miles)	% Increase Over Original Municipal Land Area
Kenton	1,286.392	2.010	11,100.456	17.344	862.91%
Kimball	3,136.149	4.900	1,793.840	2.803	57.20%
Kingsport	28,224.095	44.100	39,015.641	60.962	138.24%
Kingston	4,657.095	7.277	10,273.265	16.052	220.59%
Kingston Springs	6,390.142	9.985	10,184.980	15.914	159.39%
Knoxville	60,142.046	93.972	29,376.097	45.900	48.84%
La Follette	3,122.182	4.878	1,818.829	2.842	58.26%
La Vergne	16,420.694	25.657	158.848	0.248	0.97%
Lafayette	2,700.455	4.219	6,556.887	10.245	242.81%
Lake City	1,035.030	1.617	623.054	0.974	60.20%
Lakeland	11,577.702	18.090	3,863.891	6.037	33.37%
Lakesite	1,090.809	1.704	1,127.979	1.762	103.41%
Lakewood	613.209	0.958	0.000	0.000	0.00%
Lawrenceburg	8,056.461	12.588	38,072.280	59.488	472.57%
Lebanon	18,718.985	29.248	40,059.509	62.593	214.00%
Lenoir City	3,979.660	6.218	10,084.641	15.757	253.40%
Lewisburg	7,510.877	11.736	5,763.022	9.005	76.73%
Lexington	6,641.642	10.378	26,251.434	41.018	395.26%
Liberty	662.537	1.035	586.077	0.916	88.46%
Linden	622.286	0.972	1,088.878	1.701	174.98%
Livingston	3,316.163	5.182	4,850.684	7.579	146.27%
Lobelville	2,498.647	3.904	358.744	0.561	14.36%
Lookout Mtn	856.809	1.339	39.403	0.062	4.60%
Loretto	1,822.805	2.848	14,331.954	22.394	786.26%
Loudon	5,900.911	9.220	14,636.259	22.869	248.03%
Louisville	8,664.719	13.539	2,504.533	3.913	28.90%
Luttrell	2,395.619	3.743	785.938	1.228	32.81%
Lynnville	208.263	0.325	1,186.492	1.854	569.71%
Madisonville	3,789.464	5.921	55,757.418	87.121	1471.38%
Manchester	7,780.118	12.156	16,675.062	26.055	214.33%
Martin	7,951.554	12.424	10,814.791	16.898	136.01%
Maryville	10,194.379	15.929	20,416.280	31.900	200.27%
Mason	771.070	1.205	805.880	1.259	104.51%
Maury City	712.860	1.114	3,436.510	5.370	482.07%
Maynardville	3,455.044	5.399	1,562.857	2.442	45.23%
Mc Lemoresville	476.472	0.744	994.356	1.554	208.69%
McEwen	1,221.174	1.908	1,621.888	2.534	132.81%
McKenzie	3,537.631	5.528	3,094.778	4.836	87.48%
McMinnville	6772.050	10.581	37,324.625	58.320	551.16%
Medina	314.157	0.491	9,428.690	14.732	3001.27%

Table 10 Continued

Municipality	Total City Acreage	City Square Miles	UGB Area (Acres)	UGB Area (square miles)	% Increase Over Original Municipal Land Area
Medon	625.242	0.977	0.000	0.000	0.00%
Memphis	188,661.275	294.783	86,875.695	135.743	46.05%
Michie	3,550.783	5.548	5,765.522	9.009	162.37%
Middleton	867.580	1.356	1,950.858	3.048	224.86%
Midtown	3,053.608	4.771	0.000	0.000	0.00%
Milan	4,653.540	7.271	30,015.192	46.899	645.00%
Milledgeville	1,886.184	2.947	1,018.764	1.592	54.01%
Millersville	8,654.861	13.523	4,978.325	7.779	57.52%
Millington	9,987.630	15.606	36,423.564	56.912	364.69%
Minor Hill	916.789	1.432	1,652.228	2.582	180.22%
Mitchellville	332.205	0.519	0.000	0.000	0.00%
Monteagle	7,669.383	11.983	7,364.786	11.507	96.03%
Monterey	1,893.231	2.958	9,256.408	14.463	488.92%
Morrison	1936.288	3.025	22,775.631	35.587	1176.25%
Morristown	13,158.478	20.560	14,516.520	22.682	110.32%
Mosheim	2,710.476	4.235	13,634.607	21.304	503.03%
Mount Carmel	4,278.729	6.686	2,528.810	3.951	59.10%
Mount Juliet	10,411.664	16.268	0.000	0.000	0.00%
Mount Pleasant	7,270.927	11.361	31,593.318	49.365	434.52%
Mountain City	2,115.938	3.306	20,137.181	31.464	951.69%
Munford	5,154.931	8.055	12,276.004	19.181	238.14%
Murfreesboro	25,087.378	39.199	89,900.986	140.470	358.35%
New Hope	6,641.663	10.378	1,066.322	1.666	16.06%
New Johnsonville	4,531.800	7.081	29,454.599	46.023	649.95%
New Market	2,493.194	3.896	927.800	1.450	37.21%
New Tazewell	2,875.569	4.493	1,301.604	2.034	45.26%
Newbern	3,056.898	4.776	11,360.031	17.750	371.62%
Newport	3,511.125	5.486	9,659.755	15.093	275.12%
Niota	1,417.272	2.214	1,868.733	2.920	131.85%
Nolensville	2,169.834	3.390	9,593.194	14.989	442.12%
Normandy	146.704	0.229	1,925.382	3.008	1312.43%
Norris	4,394.849	6.867	1,887.173	2.949	42.94%
Oak Hill	5,110.428	7.985	0.000	0.000	0.00%
Oak Ridge	57,544.073	89.913	2,305.730	3.603	4.01%
Oakdale	597.093	0.933	709.296	1.108	118.79%
Obion	764.675	1.195	6,860.899	10.720	897.23%
Oliver Springs	3,292.641	5.145	1,543.163	2.411	46.87%
Oneida	6,548.061	10.231	4,375.639	6.837	66.82%
Orlinda	4,045.859	6.322	11,473.082	17.927	283.58%
Orme	2,659.190	4.155	3,270.500	5.110	122.99%

Table 10 Continued

Municipality	Total City Acreage	City Square Miles	UGB Area (Acres)	UGB Area (square miles)	% Increase Over Original Municipal Land Area
Palmer	3,366.443	5.260	0.000	0.000	0.00%
Paris	6,989.061	10.920	6,054.750	9.461	86.63%
Parkers Crossroads	822.934	1.286	10,694.276	16.710	1299.53%
Parrotsville	200.831	0.314	934.806	1.461	465.47%
Parsons	2,519.287	3.936	0.000	0.000	0.00%
Peagram	4,946.313	7.729	4,862.656	7.598	98.31%
Petersburg	483.021	0.755	920.578	1.438	190.59%
Philadelphia city	1,022.886	1.598	0.000	0.000	0.00%
Pigeon Forge	7,219.147	11.280	20,598.836	32.186	285.34%
Pikeville	1,551.769	2.425	0.000	0.000	0.00%
Pittman Center	3,408.070	5.325	1,226.604	1.917	35.99%
Plainview	4,173.228	6.521	0.000	0.000	0.00%
Pleasant Hill	1,054.059	1.647	0.000	0.000	0.00%
Pleasant View	8,147.308	12.730	0.000	0.000	0.00%
Portland	7,325.967	11.447	33,976.595	53.088	463.78%
Powells Crossroads	2,309.902	3.609	3,504.229	5.475	151.70%
Pulaski	4,235.003	6.617	7,786.207	12.166	183.85%
Puryear	439.611	0.687	3,286.317	5.135	747.55%
Ramer	950.248	1.485	1,458.806	2.279	153.52%
Red Bank	4,197.680	6.559	0.000	0.000	0.00%
Red Boiling Springs	954.464	1.491	732.285	1.144	76.72%
Ridgely	457.068	0.714	570.798	0.892	124.88%
Ridgeside	109.060	0.170	0.000	0.000	0.00%
Ridgetop	1,798.799	2.811	1,329.799	2.078	73.93%
Ripley	8,218.372	12.841	403.867	0.631	4.91%
Rives	224.688	0.351	3,158.168	4.935	1405.58%
Rockford	2,191.349	3.424	660.452	1.032	30.14%
Rockwood	4,298.086	6.716	7,018.985	10.967	163.30%
Rogersville	2,058.717	3.217	10,782.147	16.847	523.73%
Rutherford	1,450.133	2.266	10,318.124	16.122	711.53%
Rutledge	3,001.060	4.689	1,733.211	2.708	57.75%
Saltillo	572.655	0.895	16,994.940	26.555	2967.74%
Samburg	528.406	0.826	12,201.481	19.065	2309.11%
Sardis	1,512.886	2.364	6,412.840	10.020	423.88%
Saulsbury	233.250	0.364	568.118	0.888	243.57%
Savannah	3,666.201	5.728	24,774.059	38.709	675.74%
Scotts Hill	1,598.741	2.498	10,896.340	17.026	681.56%
Selmer	3,455.041	5.399	13,957.401	21.808	403.97%
Sevierville	13,502.937	21.098	33,824.350	52.851	250.50%
Sharon	768.369	1.201	1,471.630	2.299	191.53%

Table 10 Continued

Municipality	Total City Acreage	City Square Miles	UGB Area (Acres)	UGB Area (square miles)	% Increase Over Original Municipal Land Area
Shelbyville	9,897.784	15.465	17,332.718	27.082	175.12%
Signal Mtn	4,320.170	6.750	2,578.745	4.029	59.69%
Silerton	528.104	0.825	0.000	0.000	0.00%
Slayden	346.480	0.541	909.757	1.421	262.57%
Smithville	3,697.437	5.777	4,455.150	6.961	120.49%
Smyrna	14,699.268	22.968	47,158.628	73.685	320.82%
Sneedville	1,460.527	2.282	0.000	0.000	0.00%
Soddy Daisy	15,064.016	23.538	14,207.727	22.200	94.32%
South Carthage	1,717.506	2.684	159.123	0.249	9.26%
South Fulton	1,977.974	3.091	28,856.027	45.088	1458.87%
South Pittsburg	3,794.231	5.928	9,313.379	14.552	245.46%
Sparta	4,058.266	6.341	14,407.924	22.512	355.03%
Spencer	4,363.367	6.818	2,837.668	4.434	65.03%
Spring City	1,580.785	2.470	969.846	1.515	61.35%
Spring Hill	10,530.217	16.453	16,892.763	26.395	160.42%
Springfield	7,809.599	12.202	15,473.694	24.178	198.14%
St. Joseph	1,916.898	2.995	3,864.834	6.039	201.62%
Stanton	330.381	0.516	232.090	0.363	70.25%
Stantonville	708.163	1.107	0.000	0.000	0.00%
Sunbright	2,433.283	3.802	1,597.506	2.496	65.65%
Surgoinsville	3,502.655	5.473	1,832.267	2.863	52.31%
Sweetwater	4,374.681	6.835	31,040.667	48.501	709.55%
Tazewell	2,531.039	3.955	6,054.433	9.460	239.21%
Tellico Plains	999.848	1.562	6,905.642	10.790	690.67%
Tennessee Ridge	2,370.754	3.704	0.000	0.000	0.00%
Thompson Station	9,245.195	14.446	7,806.029	12.197	84.43%
Three Way	2,482.938	3.880	9,598.290	14.997	386.57%
Tiptonville	916.062	1.431	9,578.081	14.966	1045.57%
Toone	531.004	0.830	42.359	0.066	7.98%
Townsend	1,072.129	1.675	2,093.365	3.271	195.25%
Tracy City	2,635.959	4.119	10,501.630	16.409	398.40%
Trenton	3,516.639	5.495	28,973.916	45.272	823.91%
Trezevant	885.709	1.384	531.619	0.831	60.02%
Trimble	408.371	0.638	578.487	0.904	141.66%
Troy	908.776	1.420	16,128.752	25.201	1774.78%
Tullahoma	14,209.560	22.202	12,741.509	19.909	89.67%
Tusculum	2,879.552	4.499	2,517.583	3.934	87.43%
Unicoi	10,407.645	16.262	0.000	0.000	0.00%
Union City	6,827.707	10.668	21,766.059	34.009	318.79%
Vanleer	396.104	0.619	0.000	0.000	0.00%

Table 10 Continued

Municipality	Total City Acreage	City Square Miles	UGB Area (Acres)	UGB Area (square miles)	% Increase Over Original Municipal Land Area
Viola	106.391	0.166	0.000	0.000	0.00%
Vonore	7,623.754	11.912	22,170.802	34.642	290.81%
Walden	2,268.717	3.545	5,693.238	8.896	250.95%
Walnut Grove	2,046.664	3.198	2,933.836	4.584	143.35%
Wartburg	612.919	0.958	9,273.773	14.490	1513.05%
Wartrace	438.341	0.685	4,272.512	6.676	974.70%
Watauga	462.230	0.722	398.869	0.623	86.29%
Watertown	801.757	1.253	2,393.482	3.740	298.53%
Waverly	5,200.422	8.126	28,401.595	44.377	546.14%
Waynesboro	1,572.238	2.457	12,032.482	18.801	765.31%
Westmoreland	2,459.397	3.843	10,432.131	16.300	424.17%
White Bluff	2,553.259	3.989	6,731.702	10.518	263.65%
White House	5,755.862	8.994	8,857.047	13.839	153.88%
White Pine	1,617.107	2.527	2,823.959	4.412	174.63%
Whiteville	1,528.950	2.389	10,202.985	15.942	667.32%
Whitwell	2,125.193	3.321	3,978.776	6.217	187.22%
Winchester	6,913.052	10.802	5,161.649	8.065	74.67%
Winfield	4,086.570	6.385	4,593.411	7.177	112.40%
Woodbury	1,105.130	1.727	4,472.880	6.989	404.74%
Woodland Mills	676.092	1.056	3,881.022	6.064	574.04%
Yorkville	908.359	1.419	4,261.490	6.659	469.14%

Appendix F

Municipal Population and Population Density in 2000, Projected Municipal Population 2020, Projected Change in Population from 2000 to 2020, and Population Density in 2020 for Urban Growth Boundary Areas for All Cities with Approved Growth Plans

Table 11 – Municipal Population and Population Density in 2000, Projected Municipal Population 2020, Projected Change in Population from 2000 to 2020, and Population Density in 2020 for Urban Growth Boundary Areas for All Cities with Approved Growth Plans

Municipality	2000 Population	2000 Municipal Population Density (Persons per square mile)	Total Estimated 2020 Population	Population Growth 2000 - 2020	Calculated Population Density in 2020 if All UGB is Annexed (Persons per square mile)
Adams	566	231	821	255	335.39
Adamsville	1,983	321	2,068	85	202.87
Alamo	2,392	1,187	2,564	172	237.91
Alcoa	7,734	517	8,833	1,099	305.49
Alexandria	814	901	792	-22	160.46
Algood	2,942	767	4,194	1,252	332.01
Allardt	642	170	633	-9	83.97
Altamont	1,136	62	956	-180	43.37
Ardmore	1,082	238	1,376	294	163.15
Arlington	2,569	126	2,089	-480	60.12
Ashland City	3,641	381	5,825	2,184	312.21
Athens	13,220	976	16,425	3,205	347.01
Atoka	3,235	485	4,120	885	167.89
Atwood	1,000	526	1,263	263	452.20
Auburntown	240	425	297	57	30.35
Baileyton	504	354	435	-69	127.17
Baneberry	366	192	480	114	106.44
Bartlett	40,543	2,124	46,045	5,502	1045.87
Baxter	1,279	696	1,834	555	230.58
Bean Station	2,493	505	2,871	378	287.56
Beersheba Springs	553	114	671	118	138.61
Bell Buckle	391	814	546	155	65.25
Belle Meade	2,943	939	2,699	-244	860.92
Bells	2,171	984	2,374	203	414.23
Benton	1,138	502	1,472	334	116.548
Berry Hill	674	753	727	53	811.84
Bethel Springs	763	243	883	120	107.57
Big Sandy	518	728	733	215	1030.22
Blaine	1,585	180	1,513	-72	89.42
Bluff City	1,559	896	1,777	218	254.68
Bolivar	5,802	692	6,370	568	454.30
Bradford	1,113	626	1,154	41	89.63
Brentwood	23,445	679	41,315	17,870	875.32
Brighton	1,719	628	1,755	36	126.60
Bristol	24,821	833	25,379	558	394.24
Brownsville	10,748	1,178	11,307	559	442.64

Table 11 Continued

Municipality	2000 Population	2000 Municipal Population Density (Persons per square mile)	Total Estimated 2020 Population	Population Growth 2000 - 2020	Calculated Population Density in 2020 if All UGB is Annexed (Persons per square mile)
Bruceton	1,554	800	1,586	32	140.56
Bulls Gap	714	669	1,006	292	143.57
Burlison	453	432	809	356	771.90
Burns	1,366	517	2,129	763	235.18
Byrdstown	903	587	998	95	512.16
Calhoun	496	449	561	65	317.94
Camden	3,828	675	4,644	816	329.93
Carthage	2,251	785	3,108	857	1,083.21
Caryville	2,243	380	2,580	337	223.56
Cedar Hill	298	443	575	277	854.58
Celina	1,379	1,144	1,493	114	500.91
Centertown	257	279	432	175	469.03
Centerville	3,793	354	6,793	3,000	201.39
Chapel Hill	943	936	1,626	683	275.61
Charleston	630	605	710	80	328.70
Charlotte	1,153	442	1,886	733	230.34
Chattanooga	155,554	1,081	152,393	-3,161	891.70
Church Hill	5,916	630	8,108	2,192	424.34
Clarksburg	285	242	410	125	127.58
Clarksville	103,455	1,083	179,220	75,765	1,428.45
Cleveland	37,192	1,487	40,852	3,660	762.24
Clifton	2,699	387	2,998	299	204.75
Clinton	9,409	821	10,467	1,058	580.33
Coalmont	948	156	1,128	180	119.82
Collegedale	6,514	733	6,845	331	365.68
Collierville	31,872	1,350	37,521	5,649	737.00
Collinwood	1,024	366	1,010	-14	250.70
Columbia	33,055	1,124	38,973	5,918	507.57
Cookeville	23,923	1,085	36,337	12,414	719.25
Coopertown	3,027	95	3,947	920	123.89
Copperhill	511	266	578	67	104.16
Cornersville	962	468	1,351	389	113.94
Cottage Grove	97	506	88	-9	459.08
Covington	8,463	817	10,141	1,678	212.65
Cowan	1,770	897	2,022	252	534.69
Crab Orchard	838	76	1,195	357	108.08
Cross Plains	1,381	167	2,076	695	122.81
Crossville	8,981	578	12,652	3,671	211.44
Crump	1,521	108	3,105	1,584	220.22

Table 11 Continued

Municipality	2000 Population	2000 Municipal Population Density (Persons per square mile)	Total Estimated 2020 Population	Population Growth 2000 - 2020	Calculated Population Density in 2020 if All UGB is Annexed (Persons per square mile)
Cumberland City	316	60	482	166	91.24
Cumberland Gap	204	630	224	20	691.62
Dandridge	2,078	387	2,661	583	145.27
Dayton	6,180	942	7,280	1,100	171.24
Decatur	1,395	545	2,098	703	185.85
Decaturville	859	511	879	20	70.29
Decherd	2,246	471	2,716	470	316.02
Dickson	12,244	741	16,635	4,391	361.76
Dover	1,442	374	2,143	701	323.30
Dowelltown	302	387	363	61	290.88
Doyle	525	411	633	108	213.43
Dresden	2,855	541	3,138	283	217.58
Ducktown	427	221	443	16	159.70
Dunlap	4,173	484	5,539	1,366	299.66
Dyer	2,406	1,096	2,321	-85	228.08
Dyersburg	17,452	1,153	24,885	7,433	706.36
Eagleville	464	218	808	344	31.74
East Ridge	20,640	2,488	21,101	461	2,543.74
Eastview	618	134	681	63	72.09
Elizabethton	13,372	1,427	13,096	-276	577.86
Elkton	510	299	649	139	50.28
Englewood	1,590	934	1,769	179	231.55
Enville	230	158	272	42	9.93
Erin	1,490	363	1,871	381	84.07
Erwin	5,610	1,575	6,033	423	390.59
Estill Springs	2,152	400	1,767	-385	74.42
Ethridge	536	458	835	299	180.10
Etowah	3,663	1,337	3,753	90	144.14
Fairview	5,800	424	8,961	3,161	177.72
Farragut	17,720	1,103	21,853	4,133	1,281.38
Fayetteville	6,994	961	8,164	1,170	195.79
Finger	350	231	308	-42	48.37
Forest Hills	4,710	508	5,839	1,129	629.63
Franklin	41,842	1,464	48,673	6,831	644.50
Friendship	608	881	709	101	105.90
Friendsville	890	281	1,343	453	226.17
Gadsden	553	532	640	87	119.93
Gainesboro	879	482	1,171	292	321.75
Gallatin	23,230	1,034	32,168	8,938	395.70

Table 11 Continued

Municipality	2000 Population	2000 Municipal Population Density (Persons per square mile)	Total Estimated 2020 Population	Population Growth 2000 - 2020	Calculated Population Density in 2020 if All UGB is Annexed (Persons per square mile)
Garland	309	551	427	118	761.81
Gates	901	1,273	897	-4	1,266.95
Gatlinburg	3,382	333	7,898	4,516	293.91
Germantown	37,348	2,120	42,613	5,265	2,123.00
Gibson	305	586	443	138	51.19
Gilt Edge	489	166	629	140	213.19
Gleason	1,463	641	1,667	204	176.00
Goodlettsville	13,780	978	17,836	4,056	978.21
Gordonsville	1,066	153	1,450	384	193.08
Grand Junction	301	288	365	64	112.82
Graysville	1,411	1,745	1,990	579	364.66
Greenback	954	140	798	-156	38.54
Greenbrier	4,940	792	6,123	1,183	650.32
Greeneville	15,198	1,082	15,638	440	332.47
Greenfield	2,208	609	2,465	257	131.35
Gruetli-Laager	1,867	150	2,433	566	143.35
Guys	483	43	681	198	60.74
Halls	2,311	629	1,431	-880	389.69
Harriman	6744	659	7,334	590	282.40
Harrogate	4,286	658	4,916	630	333.55
Henderson	5,670	987	7,426	1,756	169.50
Hendersonville	40,620	1,235	58,159	17,539	1,096.94
Henning	970	565	1,490	520	582.74
Henry	520	450	515	-5	202.99
Hickory Valley	136	419	159	23	489.47
Hohenwald	3,754	793	6,594	2,840	432.72
Hollow Rock	963	534	967	4	536.70
Hornbeak	435	697	536	101	28.73
Hornsby	306	243	316	10	250.61
Humboldt	9,467	1,133	9,158	-309	434.33
Huntingdon	4,349	386	4,802	453	107.48
Huntland	916	579	885	-31	559.01
Huntsville	981	221	1,046	65	107.69
Iron City	368	409	545	177	135.74
Jacksboro	1,887	723	2,235	348	395.33
Jackson	59,643	1,205	61,526	1,883	247.23
Jamestown	1,839	634	2,540	701	494.42
Jasper	3,214	350	3,743	529	212.09
Jefferson City	7,760	1,450	11,429	3,669	542.27

Table 11 Continued

Municipality	2000 Population	2000 Municipal Population Density (Persons per square mile)	Total Estimated 2020 Population	Population Growth 2000 - 2020	Calculated Population Density in 2020 if All UGB is Annexed (Persons per square mile)
Jellico	2,448	553	2,947	499	195.10
Johnson City	55,469	1,412	77,133	21,664	657.61
Jonesborough	4,168	963	4,912	744	152.44
Kenton	1,306	650	1,292	-14	66.75
Kimball	1,312	268	1,466	154	190.31
Kingsport	44,905	1,018	41,237	-3,668	392.50
Kingston	5,264	723	6,508	1,244	278.97
Kingston Springs	2,773	278	4,734	1,961	182.79
Knoxville	173,890	1,850	197,343	23,453	1,410.88
La Follette	7,926	1,625	8,133	207	1,053.45
La Vergne	18,687	728	28,788	10,101	1,111.27
Lafayette	3,885	921	5,165	1,280	357.08
Lake City	1,888	1,167	2,197	309	848.02
Lakeland	6,862	379	6,547	-315	271.35
Lakesite	1,845	1,082	1,825	-20	526.41
Lakewood	2,341	2,443	2,044	-297	2,133.30
Lawrenceburg	10,796	858	12,923	2,127	179.30
Lebanon	20,235	692	27,804	7,569	302.74
Lenoir City	6,819	1,097	13,517	6,698	615.09
Lewisburg	10,413	887	14,735	4,322	710.45
Lexington	7,393	712	9,986	2,593	194.30
Liberty	367	355	457	90	234.24
Linden	1,015	1,044	1,402	387	524.37
Livingston	3,498	675	5,039	1,541	394.88
Lobelville	915	234	1,198	283	268.33
Lookout Mtn	1,901	1,494	1,901	0	1,357.54
Loretto	1,665	585	2,068	403	81.93
Loudon	4,476	485	5,435	959	169.37
Louisville	1,490	110	1,776	286	101.77
Luttrell	915	244	1,628	713	327.49
Lynnville	345	1,060	492	147	225.76
Madisonville	3,939	665	3,365	-574	36.17
Manchester	8,294	682	10,299	2,005	269.53
Martin	10,515	846	11,665	1,150	397.82
Maryville	23,120	1,451	32,570	9,450	680:97
Mason	1,089	904	1,413	324	573.46
Maury City	704	632	932	228	143.75
Maynardville	1,782	330	2,322	540	296.16
Mc Lemoresville	259	348	335	76	145.77

Table 11 Continued

Municipality	2000 Population	2000 Municipal Population Density (Persons per square mile)	Total Estimated 2020 Population	Population Growth 2000 - 2020	Calculated Population Density in 2020 if All UGB is Annexed (Persons per square mile)
McEwen	1,702	892	1,913	211	430.63
McKenzie	5,295	958	5,742	447	554.08
McMinnville	12,749	1,205	14,715	1,966	213.57
Medina	969	1,974	835	-134	54.85
Medon	191	196	311	120	318.34
Memphis	650,100	2,205	719,142	69,042	1,670.38
Michie	647	117	879	232	60.38
Middleton	602	444	656	54	148.96
Midtown	1,306	274	1,306	0	273.72
Milan	7,664	1,054	7,825	161	144.45
Milledgeville	287	97	347	60	76.45
Millersville	5,308	393	6,942	1,634	325.89
Millington	10,433	669	18,766	8,333	258.78
Minor Hill	437	305	460	23	114.60
Mitchellville	207	399	270	63	520.16
Monteagle	1,238	103	1,282	44	54.57
Monterey	2,717	918	3,805	1,088	218.41
Morrison	684	226	765	81	19.81
Morristown	24,965	1,214	23,631	-1,334	546.48
Mosheim	1,749	413	1,680	-69	65.78
Mount Carmel	4,795	717	6,285	1,490	590.87
Mount Juliet	12,366	760	18,715	6,349	1,150.40
Mount Pleasant	4,491	395	5,126	635	84.41
Mountain City	2,383	721	2,306	-77	66.32
Munford	4,708	585	6,233	1,525	228.85
Murfreesboro	68,816	1,756	95,934	27,118	533.95
New Hope	1,043	101	1,098	55	91.17
New Johnsonville	1,905	269	2,376	471	44.74
New Market	1,234	317	1,701	467	318.22
New Tazewell	2,871	639	2,298	-573	352.09
Newbern	2,988	626	3,313	325	147.07
Newport	7,242	1,320	9,399	2,157	456.72
Niota	781	353	902	121	175.68
Nolensville	3,099	914	3,084	-15	167.79
Normandy	141	615	145	4	44.79
Norris	1,446	211	1,303	-143	132.75
Oak Hill	4,493	563	4,546	53	569.31
Oak Ridge	27,387	305	28,750	1,363	307.44
Oakdale	244	262	268	24	131.29

Table 11 Continued

Municipality	2000 Population	2000 Municipal Population Density (Persons per square mile)	Total Estimated 2020 Population	Population Growth 2000 - 2020	Calculated Population Density in 2020 if All UGB is Annexed (Persons per square mile)
Obion	1,134	949	1,241	107	104.15
Oliver Springs	3,303	642	3,540	237	468.51
Oneida	3,615	353	3,445	-170	201.84
Orlinda	594	94	711	117	29.32
Orme	124	30	239	115	25.80
Palmer	726	138	1,032	306	196.20
Paris	9,763	894	10,202	439	500.57
Parkers Crossroads	241	187	323	82	17.95
Parrotsville	207	660	147	-60	82.84
Parsons	2,452	623	2,369	-83	601.82
Peagram	2,146	278	3,764	1,618	245.59
Petersburg	580	768	666	86	303.68
Philadelphia city	533	333	818	285	511.81
Pigeon Forge	5,083	451	6,915	1,832	159.09
Pikeville	1,781	735	2,083	302	859.10
Pittman Center	477	90	874	397	120.69
Plainview	1,866	286	2,808	942	430.63
Pleasant Hill	544	330	638	94	387.38
Pleasant View	2,934	230	3,749	815	294.50
Portland	8,458	739	11,915	3,457	184.63
Powells Crossroads	1,286	356	1,617	331	177.99
Pulaski	7,871	1,189	10,317	2,446	549.27
Puryear	667	971	772	105	132.61
Ramer	354	238	409	55	108.66
Red Bank	12,418	1,893	12,320	-98	1,878.37
Red Boiling Springs	1,023	686	1,354	331	513.75
Ridgely	1,667	2,334	1,887	220	1,174.94
Ridgeside	389	2,283	400	11	2,347.33
Ridgetop	1083	385	2,478	1,395	506.91
Ripley	7,844	611	8,135	291	603.83
Rives	331	943	395	64	74.73
Rockford	798	233	964	166	216.34
Rockwood	5,774	860	5,638	-136	318.84
Rogersville	4,240	1,318	5,777	1,537	287.93
Rutherford	1,272	561	1,303	31	70.86
Rutledge	1,187	253	1,195	8	161.55
Saltillo	342	382	579	237	21.09
Samburg	260	315	374	114	18.80
Sardis	445	188	579	134	46.75

Table 11 Continued

Municipality	2000 Population	2000 Municipal Population Density (Persons per square mile)	Total Estimated 2020 Population	Population Growth 2000 - 2020	Calculated Population Density in 2020 if All UGB is Annexed (Persons per square mile)
Saulsbury	99	272	124	25	99.03
Savannah	6,917	1,207	8,169	1,252	183.83
Scotts Hill	894	358	761	-133	38.98
Selmer	4,541	841	4,933	392	181.31
Sevierville	11,757	557	17,466	5,709	236.19
Sharon	988	823	1,047	59	299.14
Shelbyville	16,105	1,041	22,053	5,948	518.31
Signal Mtn	7,429	1,101	7,851	422	728.32
Silerton	60	73	109	49	132.10
Slayden	185	342	217	32	110.55
Smithville	3,994	691	5,113	1,119	401.38
Smyrna	25,569	1,113	43,318	17,749	448.18
Sneedville	1,257	551	1,909	652	836.52
Soddy Daisy	11,530	490	12,456	926	272.34
South Carthage	1,302	485	1,492	190	508.83
South Fulton	2,517	814	2,688	171	55.79
South Pittsburg	3,295	556	3,342	47	163.18
Sparta	4,599	725	6,071	1,472	210.41
Spencer	1,713	251	1,370	-343	121.76
Spring City	2,025	820	2,541	516	637.58
Spring Hill	7,715	469	8,647	932	201.80
Springfield	14,329	1,174	18,062	3,733	496.48
St. Joseph	829	277	1,161	332	128.52
Stanton	615	1,191	487	-128	554.13
Stantonville	312	282	325	13	293.72
Sunbright	577	152	630	53	100.03
Surgoinsville	1,484	271	1,968	484	236.09
Sweetwater	5,586	817	5,646	60	102.03
Tazewell	2,165	547	2,492	327	185.76
Tellico Plains	859	550	1,014	155	82.09
Tennessee Ridge	1,334	360	1,747	413	471.61
Thompson Station	1,283	89	2,123	840	79.68
Three Way	1,375	354	1,375	0	72.84
Tiptonville	2,439	1,704	2,149	-290	131.06
Toone	330	398	284	-46	317.01
Townsend	244	146	602	358	121.71
Tracy City	1,679	408	1,820	141	88.66
Trenton	4,683	852	4,836	153	95.26
Trezevant	901	651	994	93	448.84

Table 11 Continued

Municipality	2000 Population	2000 Municipal Population Density (Persons per square mile)	Total Estimated 2020 Population	Population Growth 2000 - 2020	Calculated Population Density in 2020 if All UGB is Annexed (Persons per square mile)
Trimble	728	1,141	985	257	638.80
Troy	1,273	897	1,173	-100	44.06
Tullahoma	17,994	810	25,049	7,055	594.83
Tusculum	2,004	445	2,468	464	292.66
Unicoi	3,519	216	3,162	-357	194.44
Union City	10,876	1,019	11,224	348	251.22
Vanleer	310	501	654	344	1,056.69
Viola	129	776	136	7	818.11
Vonore	1,162	98	1,193	31	25.63
Walden	1,960	553	2,112	152	169.77
Walnut Grove	677	212	677	0	87.00
Wartburg	890	929	975	85	63.12
Wartrace	548	800	663	115	90.07
Watauga	403	558	495	92	367.90
Watertown	1,358	1,084	2,073	715	415.22
Waverly	4,028	496	4,416	388	84.11
Waynesboro	2,228	907	2,573	345	121.04
Westmoreland	2,093	545	3,041	948	150.97
White Bluff	2,142	537	4,066	1,924	280.26
White House	7,220	803	9,238	2,018	404.60
White Pine	1,997	790	3,164	1,167	455.96
Whiteville	3,148	1,318	2,799	-349	152.69
Whitwell	1,660	500	1,642	-18	172.16
Winchester	7,329	679	7,668	339	406.43
Winfield	911	143	851	-60	62.75
Woodbury	2,428	1,406	2,818	390	323.33
Woodland Mills	296	280	423	127	59.41
Yorkville	293	206	432	139	53.48

Appendix G

Report on Active Municipal and/or Regional Planning Commissions, Municipal and/or Regional Zoning, and Municipal/ Regional Subdivision Regulations by Municipality

Table 12 – Report on Active Municipal and/or Regional Planning Commissions, Municipal and/or Regional Zoning, and Municipal/ Regional Subdivision Regulations by Municipality

Municipality	Urban Growth Boundary in Place	Municipal Planning Commission in Place	Municipal Subdivision Regulations in Place	Municipal Zoning in Place	Municipal/ Regional Planning Commission in Place	Regional Zoning in Place
Adams	No	Yes	Yes	Yes	No	No
Adamsville	Yes	Yes	Yes	Yes	No	No
Alamo	Yes	Yes	Yes	Yes	No	No
Alcoa	Yes	Yes	Yes	Yes	Yes	No
Alexandria	Yes	Yes	No	Yes	No	No
Algood	Yes	Yes	Yes	Yes	Yes	No
Allardt	Yes	No	No	No	No	No
Altamont	Yes	No	No	No	No	No
Ardmore	Yes	Yes	Yes	Yes	No	No
Arlington	Yes	Yes	Yes	Yes	No	No
Ashland City	Yes	Yes	Yes	Yes	Yes	No
Athens	Yes	Yes	Yes	Yes	Yes	No
Atoka	Yes	Yes	Yes	Yes	Yes	Yes
Atwood	Yes	No	Yes	No	No	No
Auburntown	Yes	No	No	No	No	No
Baileyton	Yes	Yes	Yes	Yes	Yes	Yes
Baneberry	Yes	Yes	Yes	Yes	No	No
Bartlett	Yes	Yes	Yes	Yes	No	No
Baxter	Yes	Yes	Yes	Yes	No	No
Bean Station	Yes	Yes	Yes	Yes	No	No
Beersheba Springs	No	No	No	No	No	No
Bell Buckle	Yes	Yes	No	Yes	No	No
Belle Meade	No	Yes	Yes	Yes	No	No
Bells	Yes	No	No	No	No	No
Benton	Yes	Yes	Yes	Yes	No	No
Berry Hill	No	Yes	Yes	Yes	No	No
Bethel Springs	Yes	No	No	No	No	No
Big Sandy	No	No	No	No	No	No
Blaine	Yes	Yes	Yes	Yes	No	No
Bluff City	Yes	Yes	Yes	Yes	No	No
Bolivar	Yes	Yes	Yes	Yes	Yes	No
Bradford	Yes	Yes	Yes	Yes	No	Yes
Brentwood	Yes	Yes	Yes	Yes	No	No
Brighton	Yes	Yes	Yes	Yes	Yes	Yes

Table 12 Continued

Municipality	Urban Growth Boundary in Place	Municipal Planning Commission in Place	Municipal Subdivision Regulations in Place	Municipal Zoning in Place	Municipal/ Regional Planning Commission in Place	Regional Zoning in Place
Bristol	Yes	Yes	Yes	Yes	Yes	No
Brownsville	Yes	Yes	Yes	Yes	Yes	Yes
Bruceton	Yes	Yes	No	No	No	No
Bulls Gap	Yes	Yes	Yes	Yes	Yes	No
Burlison	No	No	No	No	No	No
Burns	Yes	Yes	Yes	Yes	No	No
Byrdstown	Yes	Yes	No	No	No	No
Calhoun	Yes	No	No	No	No	No
Camden	Yes	Yes	Yes	Yes	No	No
Carthage	No	Yes	Yes	Yes	No	No
Caryville	Yes	Yes	Yes	Yes	No	No
Cedar Hill	No	No	No	No	No	No
Celina	Yes	Yes	No	No	No	No
Centertown	No	No	No	No	No	No
Centerville	Yes	Yes	Yes	Yes	Yes	No
Chapel Hill	Yes	No	No	No	No	No
Charleston	Yes	Yes	No	Yes	No	No
Charlotte	Yes	Yes	Yes	Yes	No	No
Chattanooga	Yes	Yes	Yes	No	No	No
Church Hill	Yes	Yes	Yes	Yes	Yes	No
Clarksburg	Yes	No	No	No	No	No
Clarksville	Yes	Yes	Yes	Yes	No	No
Cleveland	Yes	Yes	Yes	No	No	No
Clifton	Yes	Yes	Yes	No	No	No
Clinton	Yes	Yes	Yes	Yes	Yes	No
Coalmont	Yes	No	No	No	No	No
Collegedale	Yes	Yes	Yes	Yes	No	No
Collierville	Yes	Yes	Yes	Yes	No	No
Collinwood	Yes	Yes	No	Yes	No	No
Columbia	Yes	Yes	Yes	Yes	Yes	No
Cookeville	Yes	Yes	Yes	Yes	Yes	No
Coopertown	No	Yes	Yes	Yes	No	No
Copperhill	Yes	Yes	Yes	Yes	No	No
Cornersville	Yes	Yes	Yes	Yes	No	No
Cottage Grove	No	No	No	No	No	No
Covington	Yes	Yes	Yes	Yes	Yes	Yes
Cowan	Yes	Yes	No	Yes	Yes	No

Table 12 Continued

Municipality	Urban Growth Boundary in Place	Municipal Planning Commission in Place	Municipal Subdivision Regulations in Place	Municipal Zoning in Place	Municipal/ Regional Planning Commission in Place	Regional Zoning in Place
Crab Orchard	No	No	No	No	No	No
Cross Plains	Yes	Yes	Yes	Yes	No	No
Crossville	Yes	Yes	Yes	No	Yes	No
Crump	No	No	No	No	No	No
Cumberland City	No	Yes	Yes	Yes	No	No
Cumberland Gap	No	Yes	Yes	Yes	No	No
Dandridge	Yes	Yes	Yes	Yes	No	No
Dayton	Yes	Yes	Yes	Yes	No	No
Decatur	Yes	Yes	Yes	Yes	No	No
Decaturville	Yes	No	No	Yes	No	No
Decherd	Yes	Yes	Yes	Yes	Yes	No
Dickson	Yes	Yes	Yes	Yes	No	No
Dover	Yes	Yes	Yes	Yes	No	No
Dowelltown	Yes	No	No	No	No	No
Doyle	Yes	No	No	No	No	No
Dresden	Yes	Yes	Yes	Yes	Yes	No
Ducktown	Yes	No	No	No	No	No
Dunlap	Yes	Yes	Yes	Yes	No	No
Dyer	Yes	Yes	Yes	Yes	Yes	No
Dyersburg	Yes	Yes	Yes	Yes	Yes	No
Eagleville	Yes	Yes	Yes	Yes	No	No
East Ridge	No	Yes	Yes	Yes	No	No
Eastview	Yes	No	No	No	No	No
Elizabethton	Yes	Yes	Yes	Yes	Yes	No
Elkton	Yes	No	No	No	No	No
Englewood	Yes	Yes	Yes	Yes	No	No
Enville	Yes	No	No	No	No	No
Erin	Yes	Yes	Yes	Yes	Yes	No
Erwin	Yes	Yes	Yes	Yes	No	No
Estill Springs	Yes	Yes	Yes	Yes	Yes	No
Ethridge	Yes	No	No	No	No	No
Etowah	Yes	Yes	Yes	Yes	Yes	No
Fairview	Yes	Yes	Yes	Yes	No	No
Farragut	Yes	Yes	Yes	Yes	No	No
Fayetteville	Yes	Yes	Yes	Yes	Yes	No
Finger	Yes	No	No	No	No	No
Forest Hills	No	Yes	Yes	Yes	No	No

Table 12 Continued

Municipality	Urban Growth Boundary in Place	Municipal Planning Commission in Place	Municipal Subdivision Regulations in Place	Municipal Zoning in Place	Municipal/ Regional Planning Commission in Place	Regional Zoning in Place
Franklin	Yes	Yes	Yes	Yes	No	No
Friendship	Yes	No	No	No	No	No
Friendsville	Yes	Yes	Yes	Yes	No	No
Gadsden	Yes	No	No	No	No	No
Gainesboro	Yes	Yes	Yes	Yes	Yes	No
Gallatin	Yes	Yes	Yes	Yes	Yes	Yes
Garland	No	Yes	Yes	Yes	No	No
Gates	No	No	No	No	No	No
Gatlinburg	Yes	Yes	Yes	Yes	Yes	Yes
Germantown	Yes	Yes	Yes	Yes	No	No
Gibson	Yes	Yes	Yes	Yes	No	No
Gilt Edge	No	Yes	Yes	Yes	No	No
Gleason	Yes	Yes	Yes	Yes	No	No
Goodlettsville	Yes	Yes	Yes	Yes	No	No
Gordonsville	Yes	Yes	Yes	Yes	No	No
Grand Junction	Yes	Yes	Yes	Yes	No	No
Graysville	Yes	Yes	Yes	No	No	No
Greenback	Yes	Yes	Yes	Yes	No	No
Greenbrier	Yes	Yes	Yes	Yes	No	No
Greeneville	Yes	Yes	Yes	Yes	Yes	No
Greenfield	Yes	Yes	Yes	Yes	No	No
Gruetli-Laager	Yes	No	No	No	No	No
Guys	No	No	No	No	No	No
Halls	No	Yes	Yes	Yes	Yes	No
Harriman	Yes	Yes	Yes	Yes	Yes	No
Harrogate	Yes	Yes	Yes	Yes	No	No
Henderson	Yes	Yes	Yes	Yes	Yes	Yes
Hendersonville	Yes	Yes	Yes	Yes	Yes	Yes
Henning	Yes	Yes	Yes	Yes	Yes	No
Henry	Yes	Yes	No	Yes	No	No
Hickory Valley	No	No	No	No	No	No
Hohenwald	Yes	Yes	Yes	Yes	No	No
Hollow Rock	No	Yes	No	No	No	No
Hornbeak	Yes	Yes	No	No	No	No
Hornsby	No	No	No	No	No	No
Humboldt	Yes	Yes	Yes	Yes	Yes	No
Huntingdon	Yes	Yes	Yes	Yes	Yes	No

Table 12 Continued

Municipality	Urban Growth Boundary in Place	Municipal Planning Commission in Place	Municipal Subdivision Regulations in Place	Municipal Zoning in Place	Municipal/ Regional Planning Commission in Place	Regional Zoning in Place
Huntland	No	Yes	No	Yes	No	No
Huntsville	Yes	Yes	Yes	Yes	Yes	No
Iron City	Yes	No	No	No	No	No
Jacksboro	Yes	Yes	Yes	Yes	No	No
Jackson	Yes	Yes	Yes	Yes	Yes	No
Jamestown	Yes	Yes	Yes	Yes	Yes	No
Jasper	Yes	Yes	Yes	Yes	Yes	No
Jefferson City	Yes	Yes	Yes	Yes	Yes	No
Jellico	Yes	Yes	Yes	Yes	No	No
Johnson City	Yes	Yes	Yes	Yes	Yes	No
Jonesborough	Yes	Yes	Yes	Yes	Yes	No
Kenton	Yes	Yes	Yes	Yes	No	No
Kimball	Yes	Yes	Yes	Yes	No	No
Kingsport	Yes	Yes	Yes	Yes	Yes	No
Kingston	Yes	Yes	Yes	Yes	Yes	No
Kingston Springs	Yes	Yes	Yes	Yes	Yes	No
Knoxville	Yes	Yes	Yes	Yes	No	No
La Follette	Yes	Yes	Yes	Yes	Yes	No
La Vergne	Yes	Yes	Yes	Yes	No	No
Lafayette	Yes	Yes	Yes	Yes	Yes	No
Lake City	Yes	Yes	Yes	Yes	No	No
Lakeland	Yes	Yes	Yes	Yes	No	No
Lakesite	Yes	Yes	Yes	Yes	No	No
Lakewood	No	Yes	Yes	Yes	No	No
Lawrenceburg	Yes	Yes	Yes	Yes	Yes	No
Lebanon	Yes	Yes	Yes	Yes	Yes	No
Lenoir City	Yes	Yes	Yes	Yes	Yes	No
Lewisburg	Yes	Yes	Yes	Yes	Yes	No
Lexington	Yes	Yes	Yes	Yes	Yes	No
Liberty	Yes	Yes	No	Yes	No	No
Linden	Yes	Yes	Yes	No	No	No
Livingston	Yes	Yes	Yes	Yes	No	No
Lobelville	Yes	No	No	No	No	No
Lookout Mtn	Yes	Yes	Yes	Yes	No	No
Loretto	Yes	Yes	Yes	Yes	No	No
Loudon	Yes	Yes	Yes	Yes	Yes	No
Louisville	Yes	Yes	Yes	Yes	No	No

Table 12 Continued

Municipality	Urban Growth Boundary in Place	Municipal Planning Commission in Place	Municipal Subdivision Regulations in Place	Municipal Zoning in Place	Municipal/ Regional Planning Commission in Place	Regional Zoning in Place
Luttrell	Yes	No	Yes	Yes	No	No
Lynnville	Yes	No	No	No	No	No
Madisonville	Yes	Yes	Yes	Yes	Yes	No
Manchester	Yes	Yes	Yes	Yes	Yes	No
Martin	Yes	Yes	Yes	Yes	Yes	Yes
Maryville	Yes	Yes	Yes	Yes	Yes	No
Mason	Yes	Yes	Yes	Yes	No	No
Maury City	Yes	No	No	No	No	No
Maynardville	Yes	Yes	Yes	Yes	No	No
Mc Lemoresville	Yes	No	No	No	No	No
McEwen	Yes	Yes	Yes	Yes	No	No
McKenzie	Yes	Yes	Yes	Yes	Yes	No
McMinnville	Yes	Yes	Yes	Yes	Yes	No
Medina	Yes	Yes	Yes	Yes	No	No
Medon	No	No	Yes	Yes	No	No
Memphis	Yes	Yes	Yes	Yes	No	Yes
Michie	Yes	No	No	No	No	No
Middleton	Yes	Yes	Yes	Yes	No	No
Midtown	No	Yes	Yes	No	No	No
Milan	Yes	Yes	Yes	Yes	Yes	No
Milledgeville	Yes	No	No	No	No	No
Millersville	Yes	Yes	Yes	Yes	No	No
Millington	Yes	Yes	Yes	Yes	No	No
Minor Hill	Yes	No	No	No	No	No
Mitchellville	No	No	No	No	No	No
Monteagle	Yes	Yes	Yes	Yes	Yes	No
Monterey	Yes	Yes	Yes	Yes	No	No
Morrison	Yes	Yes	Yes	Yes	Yes	No
Morristown	Yes	Yes	Yes	Yes	Yes	No
Mosheim	Yes	Yes	Yes	Yes	No	No
Mount Carmel	Yes	Yes	Yes	Yes	Yes	No
Mount Juliet	No	Yes	Yes	Yes	Yes	No
Mount Pleasant	Yes	Yes	Yes	Yes	Yes	No
Mountain City	Yes	Yes	Yes	Yes	No	No
Munford	Yes	Yes	Yes	Yes	Yes	Yes
Murfreesboro	Yes	Yes	Yes	Yes	No	No
New Hope	Yes	Yes	Yes	Yes	No	No

Table 12 Continued

Municipality	Urban Growth Boundary in Place	Municipal Planning Commission in Place	Municipal Subdivision Regulations in Place	Municipal Zoning in Place	Municipal/ Regional Planning Commission in Place	Regional Zoning in Place
New Johnsonville	Yes	Yes	Yes	Yes	Yes	Yes
New Market	Yes	Yes	Yes	Yes	No	No
New Tazewell	Yes	Yes	Yes	Yes	No	No
Newbern	Yes	Yes	Yes	Yes	Yes	Yes
Newport	Yes	Yes	Yes	Yes	Yes	No
Niota	Yes	No	Yes	No	No	No
Nolensville	Yes	Yes	Yes	Yes	No	No
Normandy	Yes	No	No	No	No	No
Norris	Yes	Yes	Yes	Yes	No	No
Oak Hill	No	Yes	Yes	Yes	No	No
Oak Ridge	Yes	Yes	Yes	Yes	Yes	No
Oakdale	Yes	Yes	No	Yes	No	No
Obion	Yes	Yes	Yes	Yes	No	No
Oliver Springs	Yes	Yes	Yes	Yes	No	No
Oneida	Yes	Yes	Yes	Yes	Yes	No
Orlinda	Yes	Yes	Yes	Yes	No	No
Orme	Yes	No	No	No	No	No
Palmer	No	No	No	No	No	No
Paris	Yes	Yes	Yes	No	Yes	No
Parkers Crossroads	Yes	Yes	Yes	Yes	No	No
Parrotsville	Yes	No	No	No	No	No
Parsons	No	Yes	Yes	Yes	Yes	No
Peagram	Yes	Yes	Yes	Yes	No	No
Petersburg	Yes	No	No	No	No	No
Philadelphia city	No	Yes	Yes	Yes	No	No
Pigeon Forge	Yes	Yes	Yes	Yes	Yes	No
Pikeville	No	No	No	No	No	No
Pittman Center	Yes	Yes	Yes	Yes	Yes	No
Plainview	No	Yes	Yes	Yes	No	No
Pleasant Hill	No	Yes	Yes	Yes	No	No
Pleasant View	No	Yes	Yes	Yes	No	No
Portland	Yes	Yes	Yes	Yes	Yes	Yes
Powells Crossroads	Yes	Yes	Yes	No	No	No
Pulaski	Yes	Yes	Yes	Yes	Yes	No
Puryear	Yes	No	No	No	No	No
Ramer	Yes	No	No	No	No	No
Red Bank	No	Yes	Yes	Yes	No	No

Table 12 Continued

Municipality	Urban Growth Boundary in Place	Municipal Planning Commission in Place	Municipal Subdivision Regulations in Place	Municipal Zoning in Place	Municipal/ Regional Planning Commission in Place	Regional Zoning in Place
Red Boiling Springs	Yes	Yes	No	No	No	No
Ridgely	Yes	Yes	Yes	Yes	No	No
Ridgeside	No	Yes	No	Yes	No	No
Ridgetop	Yes	Yes	Yes	Yes	No	No
Ripley	Yes	Yes	Yes	Yes	Yes	No
Rives	Yes	No	No	No	No	No
Rockford	Yes	Yes	Yes	Yes	No	No
Rockwood	Yes	Yes	Yes	Yes	Yes	No
Rogersville	Yes	Yes	Yes	Yes	Yes	No
Rutherford	Yes	Yes	Yes	Yes	No	No
Rutledge	Yes	Yes	Yes	Yes	No	No
Saltillo	Yes	No	No	No	No	No
Samburg	Yes	Yes	Yes	Yes	Yes	No
Sardis	Yes	No	No	No	No	No
Saulsbury	Yes	No	No	No	No	No
Savannah	Yes	Yes	Yes	Yes	Yes	No
Scotts Hill	Yes	No	No	No	No	No
Selmer	Yes	Yes	Yes	Yes	Yes	No
Sevierville	Yes	Yes	Yes	Yes	Yes	No
Sharon	Yes	Yes	Yes	Yes	No	No
Shelbyville	Yes	Yes	Yes	Yes	No	No
Signal Mtn	Yes	Yes	Yes	Yes	No	No
Silerton	No	No	No	No	No	No
Slayden	Yes	No	No	No	No	No
Smithville	Yes	Yes	Yes	Yes	No	No
Smyrna	Yes	Yes	Yes	Yes	No	No
Sneedville	No	Yes	Yes	Yes	No	No
Soddy Daisy	Yes	Yes	Yes	Yes	No	No
South Carthage	Yes	Yes	Yes	Yes	No	No
South Fulton	Yes	Yes	Yes	Yes	Yes	No
South Pittsburg	Yes	Yes	Yes	Yes	No	No
Sparta	Yes	Yes	Yes	Yes	No	No
Spencer	Yes	Yes	Yes	No	No	No
Spring City	Yes	Yes	Yes	Yes	No	No
Spring Hill	Yes	Yes	Yes	Yes	Yes	No
Springfield	Yes	Yes	Yes	Yes	Yes	Yes
St. Joseph	Yes	No	No	No	No	No

Table 12 Continued

Municipality	Urban Growth Boundary in Place	Municipal Planning Commission in Place	Municipal Subdivision Regulations in Place	Municipal Zoning in Place	Municipal/ Regional Planning Commission in Place	Regional Zoning in Place
Stanton	Yes	No	No	No	No	No
Stantonville	No	No	No	No	No	No
Sunbright	Yes	Yes	No	Yes	No	No
Surgoinsville	Yes	Yes	Yes	Yes	Yes	No
Sweetwater	Yes	Yes	Yes	Yes	No	No
Tazewell	Yes	Yes	Yes	Yes	No	No
Tellico Plains	Yes	Yes	Yes	No	No	No
Tennessee Ridge	No	No	No	No	No	No
Thompson Station	Yes	Yes	Yes	Yes	No	No
Three Way	Yes	No	No	No	No	No
Tiptonville	Yes	Yes	Yes	Yes	Yes	Yes
Toone	Yes	No	No	No	No	No
Townsend	Yes	Yes	Yes	Yes	No	No
Tracy City	Yes	No	No	No	No	No
Trenton	Yes	Yes	Yes	Yes	Yes	No
Trezevant	Yes	No	No	No	No	No
Trimble	Yes	Yes	No	Yes	No	No
Troy	Yes	No	No	Yes	No	No
Tullahoma	Yes	Yes	Yes	Yes	Yes	No
Tusculum	Yes	Yes	Yes	Yes	No	No
Unicoi	No	Yes	Yes	Yes	No	No
Union City	Yes	Yes	Yes	Yes	Yes	No
Vanleer	Yes	No	No	No	No	No
Viola	No	No	No	No	No	No
Vonore	Yes	Yes	Yes	Yes	Yes	No
Walden	Yes	Yes	Yes	Yes	No	No
Walnut Grove	Yes	No	No	No	No	No
Wartburg	Yes	Yes	Yes	Yes	No	No
Wartrace	Yes	Yes	Yes	Yes	No	No
Watauga	Yes	No	No	No	No	No
Watertown	Yes	Yes	Yes	Yes	No	No
Waverly	Yes	Yes	Yes	Yes	Yes	Yes
Waynesboro	Yes	Yes	Yes	Yes	No	No
Westmoreland	Yes	Yes	Yes	Yes	No	No
White Bluff	Yes	Yes	Yes	Yes	No	No
White House	Yes	Yes	Yes	Yes	Yes	Yes
White Pine	Yes	Yes	Yes	Yes	No	No

Table 12 Continued

Municipality	Urban Growth Boundary in Place	Municipal Planning Commission in Place	Municipal Subdivision Regulations in Place	Municipal Zoning in Place	Municipal/ Regional Planning Commission in Place	Regional Zoning in Place
Whiteville	Yes	Yes	Yes	Yes	No	No
Whitwell	Yes	No	No	No	No	No
Winchester	Yes	Yes	No	Yes	Yes	No
Winfield	Yes	Yes	Yes	Yes	No	No
Woodbury	Yes	Yes	Yes	Yes	No	No
Woodland Mills	Yes	No	No	Yes	No	No
Yorkville	Yes	No	No	No	No	No

VITA

Colin McLeod was born on April 10, 1969 in Whittier, CA. He graduated from Whittier High School in 1987. Colin served four (4) years with the Marine Corps before completing his undergraduate degree in Urban and Regional Planning at California State Polytechnic University in Pomona, CA in 1997. Colin entered the University of Tennessee's Masters program in Urban Planning that same year. He received his Master of Science in Planning degree in December, 2003.

Colin is currently working as a Community Principal Planner for the State of Tennessee, Department of Economic and Community Development, Local Planning Assistance Office. He is married with three children and continues to reside in Knoxville.